THE METROPOLITAN CORPORATION OF GREATER WINNIPEG

BY-LAW NO. 1117

A By-law of The Metropolitan Corporation of Greater Winnipeg to establish a Development Plan for the Metropolitan Area and the Additional Zone.

WHEREAS The Metropolitan Winnipeg Act provides for the establishment of a Metropolitan Development Plan in the Metropolitan Area and the Additional Zone for the purpose of securing and promoting the orderly growth and economic development in the Metropolitan Area and the Additional Zone or any part thereof in a manner most advantageous to, and that will best promote those amenities that are essential to, or desirable for, the well-being of the inhabitants thereof;

AND WHEREAS Section 79(1) of The Metropolitan Winnipeg Act provides as follows:

- "79. (1) After the coming into force of this section, the metropolitan council shall, subject as herein provided, as soon as it is practicable, cause to be prepared and approved and by by-law establish, a plan.
- (2) The plan, which shall be attached to and form part of the by-law, shall provide for the matters stated in clause (c) of section 77 and, in general terms, shall establish the pattern of future use of land."

NOW THEREFORE The Metropolitan Corporation of Greater Winnipeg, in Council assembled, enacts as follows:

1. The document marked Schedule "A" attached hereto and forming part of this by-law identified by the signatures of the Chairman and Secretary of the Corporation, and prepared in accordance with the provisions of The Metropolitan Winnipeg Act, is hereby approved and adopted as "The Metropolitan Development Plan" for the Metropolitan Area and the Additional Zone.

RECEIVED FIRST READING on this 13th day of October A.D. 1966.

RECEIVED SECOND READING on this 23rd day of November A.D. 1967.

RECEIVED THIRD READING on this 11th day of April A.D. 1968.

DONE AND PASSED in Council assembled this 11th day of April A.D. 1968.

Certified as to Planning Details:

Sgd. "JACK WILLIS"
Chairman
(SEAL)

Sgd. "K. E. PORTER"

Sgd. "S. G. RICH"
Director of Planning

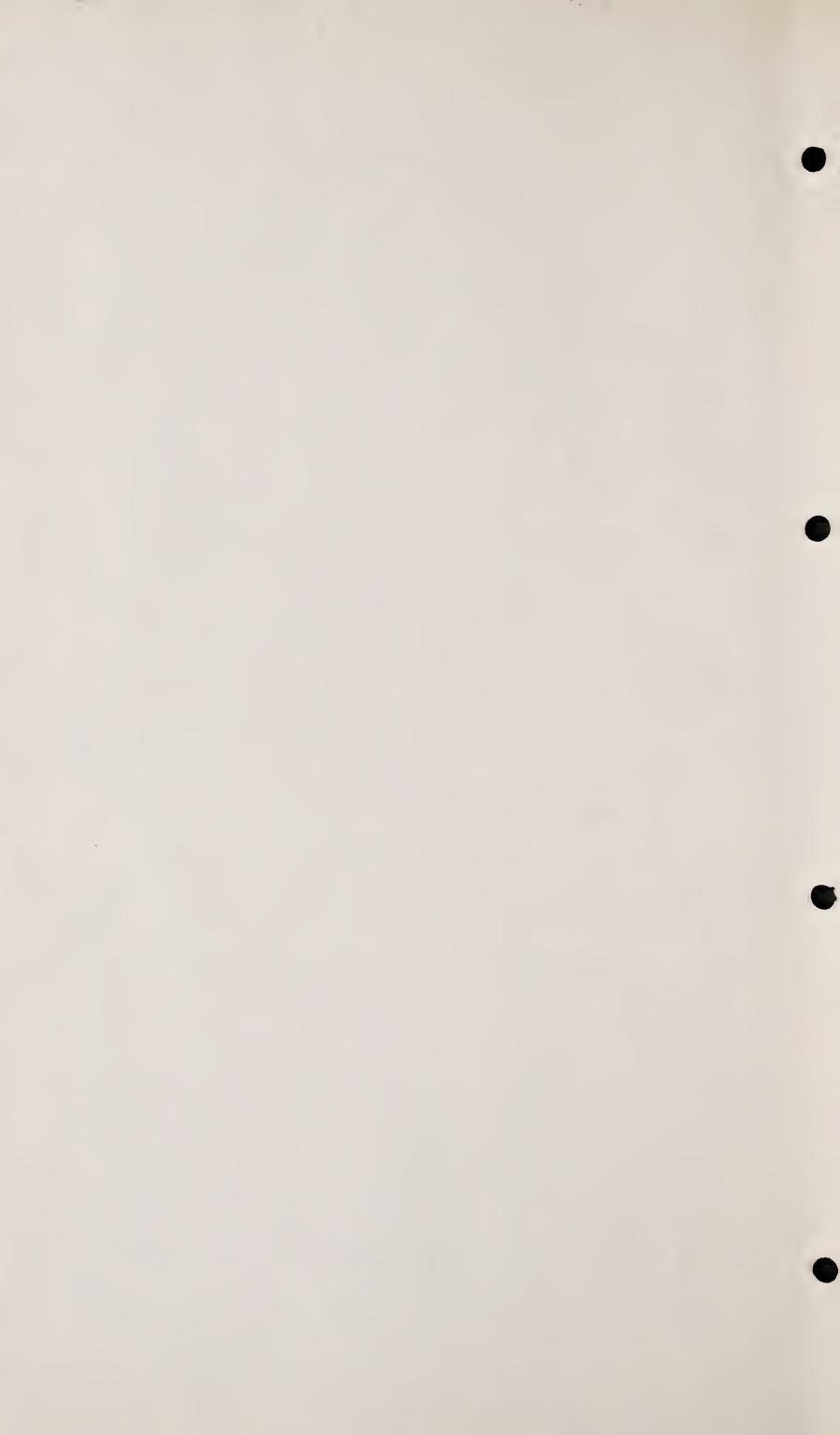
Secretary

Certified as to form: Sgd. "D. C. LENNOX"

REFERRED to the Minister of Municipal Affairs on this 27th day of November A.D. 1967.

APPROVED by the Minister of Municipal Affairs on this 2nd day of April A.D. 1968.

I, Kenneth Edward Porter, do hereby certify the foregoing to be a true copy of By-Law No. 1117 of The Metropolitan Corporation of Greater Winnipeg as passed on the date therein mentioned. Certified the day of 19.



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THE METROPOLITAN DEVELOPMENT PLAN

S C H E D U L E "A"

ATTACHED TO AND FORMING PART OF

BY-LAW NO. 1117 OF

THE METROPOLITAN CORPORATION OF GREATER WINNIPEG

Sgd. "JACK WILLIS" Chairman

SEAL

Sgd. "K. E. PORTER"

Secretary

"A Statement of Policy of the Metropolitan Council set out in a text, in maps, or illustrations, or in any of them, designed to secure and promote the orderly growth and economic development in the Metropolitan area and the additional zone or any part thereof in the manner most advantageous to, and that will best promote those amenities that are essential to, or desirable for, the well being of, the inhabitants thereof;"



THE METROPOLITAN WINNIPEG ACT Part IV Section 77(c)

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PART A

INTRODUCTION AND STATEMENT OF OBJECTIVES AND POLICIES

- 1. Introduction
- 2. Statement of Objectives and Policies



A.l

INTRODUCTION

- A.1.1 The broad purpose of the Development Plan is to secure and promote the orderly growth and economic development within the geographical area of the Corporation's planning jurisdiction. It is also clear from the legal definition that is given on the title page that the Plan must provide for those amenities that the residents consider to be essential or desirable.
- A.1.2 The Plan translates this broad and general purpose into more specific terms by setting out a number of "Objectives" relative to the physical, economic and social growth of the metropolitan community. Once objectives have been established it is possible to describe courses of action or "Policies" all of which are directed towards the attainment of the broad purpose.
- A.1.3 The Plan is defined as a "Statement of Policy of the Metropolitan Council", therefore it is the "Statement of Objectives and Policies" as set out in the following Section A.2 that forms the operative part of the Plan. The balance of the document is explanatory. It provides the basis for the Statement of Objectives and Policies and indicates the anticipated effect of their implementation. This explanatory material which consists of text, maps and illustrations must be read as part of the Plan and is essential to the proper understanding of the Statement of Objectives and Policies. For convenience the objectives and policies are repeated in the context of the explanatory material which is related to them.
- A.1.4 Much of the explanatory material is given in synoptic form in order to keep the document to a reasonable size. However, the technical studies that are the basis for the explanatory material are listed in Paragraph A.1.9 as supplements to the Plan. For most general and administrative purposes this document will suffice but reference to the supplements may be necessary for any detailed technical examination of the basis for the Plan.
- A.1.5 As the Plan is the beginning and not the end of a continuing process it is necessarily a statement of broad, basic principles. The final Part E of this document indicates what needs to be done next in order to develop these principles in more detail and to apply them to specific situations and problems.
- A.1.6 The Plan's prime function is to act as the means by which the Corporation may confirm existing policies and initiate new policies relative to urban growth, and, through subsequent amendments, can modify or supersede these policies in the light of changing circumstances or additional experience and understanding.

- A.1.7 The Plan has another important function; it indicates to other public and private agencies the Corporation's opinions on matters related to urban growth. The acceptance by the community at large of these opinions provides a mechanism through which the activities of the many public and private agencies involved in urban growth can be co-ordinated and directed towards a common purpose.
- A.1.8 It is important to emphasize that the Plan is dynamic and not static. It deals with the Metropolitan community, a growing and changing social and economic organization. The Plan will be expanded and modified as conditions change or as more detailed knowledge of the process of urbanization becomes available. These expansions and modifications will result from technical studies which will form additional supplements to the Plan and may necessitate amendments to the Statement of Objectives and Policies.
- A.1.9 The following is a numbered list of current supplements to the Plan:
 - .1 "Metropolitan Winnipeg Population Study 1961 - 1986", The Metropolitan Corporation of Greater Winnipeg, Planning Division 1962.
 - .2 "Metropolitan Winnipeg Parks Development Report 1961", The Metropolitan Corporation of Greater Winnipeg.
 - .3 "Metropolitan Urban Renewal Study Interim Report", The Metropolitan Corporation of Greater Winnipeg, 1963.
 - .4 "Industrial Location A Report on Metropolitan Winnipeg", The Metropolitan Corporation of Greater Winnipeg, Planning Division, May, 1963.
 - .5 "The Additional Zone", The Metropolitan Corporation of Greater Winnipeg, Planning Division, 1962.
 - .6 "The Economics of Outdoor Advertising", The Metropolitan Corporation of Greater Winnipeg, October 30, 1964.
 - .7 "South Point Douglas Economic Land Use Analysis", The Metropolitan Corporation of Greater Winnipeg, Planning Division, February, 1966.
 - .8 "An Urban Renewal Study for St. Boniface", The Metropolitan Corporation of Greater Winnipeg, Planning Division, June, 1965.

A.1.10

The scope of the Plan covers all of those aspects of urban growth that can be regulated or influenced by the policies of the Corporation. Although the Corporation's direct influence is most apparent in the physical aspects of urban growth and particularly in the way in which land and buildings are used, the Plan is not limited to these aspects. The planning decisions of the Corporation influence the economic and social life of the metropolitan community. Any planning decision, to expand the community in a particular direction or to renew a part of the existing community, and to allocate or influence public or private resources to achieve this objective, is, in the last analysis a decision with lasting social and economic effect.

A.1.11

In summary, the Plan is an adopted statement of the Corporation's objectives or goals and the policies that must be pursued to achieve them. It deals with a dynamic organization, Metropolitan Winnipeg, and must therefore be expanded and modified in the course of time. It is the mechanism through which the Corporation can develop new concepts and new objectives and it provides the means by which public and private investment in urban growth can be co-ordinated. The specific objectives and policies contained in the Plan are all related to the following general objectives which are, in turn, an amplification of the basic purpose specified in The Metropolitan Winnipeg Act. It is to be noted that the operative part of the Plan, which sets forth objectives and policies, refers in some instances to matters over which the Corporation is not the jurisdictional authority. In these cases the Metropolitan Council recognizes this but the objectives stated in the Plan are those which the Metropolitan Council envisages as the planning authority, and, as the planning authority, will endeavour to achieve these objectives, not only by the use of the powers given it under The Metropolitan Winnipeg Act now and in the future, but also by means of co-operation with other authorities.

A.1.12 GENERAL OBJECTIVES

- .1 TO ORGANIZE URBAN GROWTH SO AS TO PROMOTE EFFICIENCY, AMENITY, ECON-OMIC GROWTH AND FLEXIBILITY FOR FUTURE CHANGE.
- .2 TO ARRANGE LAND USES AND TO DISTRI-BUTE POPULATION IN DENSITIES APPROPRIATE FOR LIVING, WORKING, PERSONAL DEVELOPMENT AND RECREATION.
- .3 TO FURTHER THE PRECEDING OBJECTIVES
 BY PROVIDING THOSE PUBLIC SERVICES
 AND FACILITIES THAT ARE THE
 RESPONSIBILITY OF THE CORPORATION
 AND TO INFLUENCE THE PROVISION OF
 PUBLIC SERVICES BY OTHERS.

- .4 TO PROMOTE PUBLIC AND PRIVATE INVESTMENT IN SUPPORT OF THE OBJECTIVES ESTABLISHED IN THE PLAN.
- ADMINISTRATIVE METHODS AND PROGRAMS INCLUDING FISCAL PLANNING ARRANGEMENTS THAT MAY BE NECESSARY TO FURTHER THE OBJECTIVES IN GENERAL OR ANY SPECIFIC FEATURE OF THE PLAN; A FEATURE BEING A SPECIFIC POLICY OR PROGRAM DESCRIBED AS SUCH IN THE PLAN AND FOR WHICH THE PROVISIONS OF S3. 83 and 83B OF PART IV OF THE METROPOLITAN WINNIPEG ACT ARE TO BE USED.

A.2.1 The following objectives and policies together form the "Statement of Policy of the Metropolitan Council" referred to in S. 77(c) of Part IV of The Metropolitan Winnipeg Act and are to be read with the supporting and explanatory text, maps and illustrations in this document and in the supplements for a proper understanding of the statement. For convenience the objectives and policies are repeated in the context of the supporting and explanatory material. From time to time the Plan will be amended, the objectives and policies probably less frequently than the supporting and

of Objectives and Policies is being read.

A.2.2 GENERAL OBJECTIVES

- .l TO ARRANGE LAND USES AND TO ORGANIZE
 URBAN GROWTH SO AS TO PROMOTE EFFICIENCY,
 AMENITY, ECONOMIC GROWTH AND FLEXIBILITY
 FOR FUTURE CHANGE.
- .2 TO DISTRIBUTE POPULATION IN DENSITIES APPROPRIATE FOR LIVING, WORKING, PER-SONAL DEVELOPMENT AND RECREATION.

explanatory material as described in the introduction. The reader should ensure that the current Statement

- .3 TO FURTHER THE PRECEDING OBJECTIVES BY PROVIDING THOSE PUBLIC SERVICES AND FACILITIES THAT ARE THE RESPONSIBILITY OF THE CORPORATION AND TO INFLUENCE THE PROVISION OF PUBLIC SERVICES BY OTHERS.
- .4 TO PROMOTE PUBLIC AND PRIVATE INVESTMENT IN SUPPORT OF THE OBJECTIVES ESTABLISHED IN THE PLAN.
- ADMINISTRATIVE METHODS AND PROGRAMS,
 INCLUDING FISCAL PLANNING ARRANGE—
 MENTS THAT MAY BE NECESSARY TO FURTHER
 THE OBJECTIVES IN GENERAL OR ANY SPECIFIC
 FEATURE OF THE PLAN; A FEATURE BEING A
 SPECIFIC POLICY OR PROGRAM DESCRIBED AS
 SUCH IN THE PLAN AND FOR WHICH THE
 PROVISIONS OF Ss. 83 and 83B OF PART IV
 OF THE METROPOLITAN WINNIPEG ACT ARE TO
 BE USED.

A.2.3 OBJECTIVES - THE PHYSICAL FORM OF THE COMMUNITY

ON THE EXISTING

PHYSICAL FORM SO AS TO ACHIEVE A

COMPACT URBAN AREA WITH A CONCENTRATED

CENTRE AND A CLEARLY DEFINED PATTERN OF

AREAS OF ACTIVITY CONNECTED BY EFFICIENT

AND ECONOMICAL SERVICE SYSTEMS.

- .2 TO ACKNOWLEDGE THE INFLUENCE OF SEVERE WINTER CLIMATE ON THE PHYSICAL FORM OF THE COMMUNITY.
- .3 TO REVIEW THE FUTURE PHYSICAL FORM OF THE COMMUNITY FROM TIME TO TIME AS ITS FINANCIAL, PHYSICAL AND SOCIAL IMPLICATIONS ARE CLARIFIED BY FURTHER STUDY.

A.2.4 OBJECTIVES - LAND USE

- .1 TO DEFINE, IN GENERAL TERMS, THE FUTURE PHYSICAL FORM OF THE COMMUNITY BY DESIGNATING THE AREAS FOR VARIOUS URBAN ACTIVITIES,
- .2 TO ALLOW FOR THE EFFECTS OF SOCIAL AND ECONOMIC INFLUENCES ON THE PHYSICAL FORM OF THE COMMUNITY,
- .3 TO PROVIDE FLEXIBILITY SO THAT CHANGES IN TECHNOLOGY CAN BE ACCOMMODATED,
- .4 TO PROVIDE THE BASIS FOR A SYSTEM FOR THE REGULATION OF THE DEVELOPMENT AND USE OF LAND, TO BE ADMINISTERED AND ENFORCED BY THE ENACTMENT OF BY-LAWS PURSUANT TO S. 83 PART IV OF THE METRO-POLITAN WINNIPEG ACT.

A.2.5 OBJECTIVES - LIVING AREAS

- ACCOMMODATION ADEQUATE TO MEET THE TOTAL NEEDS OF THE COMMUNITY. THIS INCLUDES PROPER ACCOMMODATION FOR ALL CITIZENS AND THE VARIETY OF HOUSING TYPES WHICH ARE NECESSARY TO SERVE THE VARIETY OF FAMILIES WHICH MAKE UP THE COMMUNITY.
- .2 TO ENSURE THAT SUCH ACCOMMODATION BE CONVENIENT TO THE LOCATIONS WHICH PROVIDE FOR THE ROUTINE ACTIVITIES OF RESIDENTS; THAT IS THE EDUCATIONAL, RECREATIONAL, SPIRITUAL AND LOCAL COMMERCIAL FACILITIES. THESE FACILITIES MUST BE IN ADEQUATE SUPPLY AND ON SITES SUFFICIENT IN SIZE TO SERVE THE PURPOSE.
- .3 TO ENSURE THAT SUCH ACCOMMODATION BE CONVENIENT TO PLACES OF WORK AND MAJOR SOCIAL ACTIVITIES. IN THE MAJORITY OF CASES THIS WILL BE ACHIEVED BY THE TRANSPORTATION SYSTEM RATHER THAN BY LOCATIONAL PROXIMITY.

- .4 TO PROVIDE LIVING AREAS WITH PRIVACY AND PROTECTION FROM THE INTRUSION OF UNDESIRABLE INFLUENCES; FOR EXAMPLE, UNNECESSARY TRAFFIC RESULTING FROM A POORLY DESIGNED STREET SYSTEM, LACK OF PROPER SITE DEVELOPMENT, OR LACK OF SEPARATION FROM ADJOINING ACTIVITIES WHICH MIGHT INTERFERE WITH THE PRIVACY AND COMFORT ESSENTIAL TO A SUCCESSFUL LIVING AREA.
- .5 TO PROMOTE A HIGH STANDARD OF URBAN DESIGN THROUGHOUT THE LIVING AREAS.
- .6 TO INDICATE WHERE FUTURE DEVELOPMENT AND REDEVELOPMENT OF LIVING AREAS WILL TAKE PLACE.
- .7 TO ENSURE THAT PUBLIC OPEN SPACE FOR SCHOOLS AND PARKS IS PROVIDED ON ADEQUATE SITES AND IN PROPER LOCATIONS.

A.2.6 GENERAL POLICIES - LIVING AREAS

- .1 TO DESIGNATE THE LOCATION OF THE DEVELOP-MENT AND REDEVELOPMENT OF PRESENT AND FUTURE LIVING AREAS.
- .2 TO IDENTIFY IN A SUBSEQUENT SUPPLEMENT
 THE TOTAL HOUSING NEEDS OF THE METROPOLITAN COMMUNITY AND TO DEVELOP AS A
 FEATURE OF THE PLAN, A PROGRAM FOR THE
 PROVISION OF ADEQUATE HOUSING FOR ALL
 CITIZENS, INCLUDING A PROGRAM OF REHABILITATION AND CONSERVATION FOR THE
 EXISTING LIVING AREAS.
- .3 TO PRESCRIBE LOCATION AND DENSITIES FOR ALL TYPES OF RESIDENTIAL ACCOMMODATION (INCLUDING AREAS FOR MULTIPLE DWELLING UNIT BUILDINGS) IN THE DETAILED AREA PLANS AND THE LAND-USE CONTROL BY-LAWS AND BY THESE MEANS TO PROVIDE BETTER DISTRIBUTION OF MULTIPLE UNIT ACCOMMODATION THROUGHOUT THE COMMUNITY.
- .4 TO PROVIDE PUBLIC OPEN SPACE AS A FEATURE OF THE PLAN.
- .5 TO MAINTAIN THE PLANNED BUILDING GROUP CONCEPT IN THE LAND-USE CONTROL BY-LAWS TO ENCOURAGE AN IMPROVED DWELLING ENVIRONMENT THROUGH IMAGINATIVE DESIGN OF GROUP DEVELOPMENT.

- .1 TO ESTABLISH A PROGRAM FOR THE DEVELOPMENT OF A SYSTEM OF LOCAL PARK AND SCHOOL SITES AS PART OF A METROPOLITAN SYSTEM FOR PUBLIC OPEN SPACE, BASED ON THE STUDY NOW UNDER WAY, AND TO INCORPORATE THIS METROPOLITAN SYSTEM IN THE PLAN AS A SUPPLEMENT.
- .2 TO PROMOTE THE CO-ORDINATION OF SCHOOL PLANNING FOR THE WHOLE OF THE METROPOLITAN AREA, TO BROADEN THE COLLECTIVE UNDER-STANDING OF THE CONDITIONS AND CIRCUMSTANCES GOVERNING SCHOOL REQUIREMENTS IN THE ENTIRE METROPOLITAN AREA AND TO ENSURE THAT THE LOCAL SCHOOL SYSTEM IS PART OF A COHERENT METROPOLITAN SYSTEM.
- .3 TO ESTABLISH BY BY-LAW ADEQUATE METRO-POLITAN STANDARDS FOR THE SUBDIVISION OF LAND INCLUDING STANDARDS FOR THE PROVISION OF PUBLIC OPEN SPACE.
- .4 TO DEVELOP AND ADMINISTER A METHOD OF SECURING PARK AND SCHOOL SITES AS A FEATURE OF THE PLAN, TO ASSUME RESPONSIBILITY FOR THE ALLOCATION OF LAND FOR PARKS AND SCHOOLS DEDICATED IN THE PROCESS OF SUBDIVISION, AND FOR THE ACQUISITION OF ANY LAND REQUIRED FOR PARK AND SCHOOL SITES, USING FUNDS RECEIVED IN LIEU OF DEDICATED LAND WHERE THIS IS APPROPRIATE.
- .5 TO DESIGNATE ALL PUBLIC PARK SITES WITH A SPECIAL CLASSIFICATION LIMITING THE SITES TO THIS USE.
- .6 TO REDESIGNATE PUBLIC PARK PROPERTY TO ANOTHER USE ONLY IF THE COMMUNITY IS COMPENSATED WITH AN EQUAL QUANTITY AND QUALITY OF PARK LAND DEVELOPED TO AT LEAST THE SAME STANDARD ELSEWHERE IN AN ACCEPTABLE LOCATION.
- .7 TO REQUIRE THAT ALL FUTURE ADDITIONS TO THE PUBLIC PARKS SYSTEM BE DEDICATED IN THE NAME OF HER MAJESTY THE QUEEN.

A.2.8 POLICY - RETAIL AND OTHER COMMERCIAL SERVICES

TO PROMOTE THE GROUPING OF LOCAL RETAIL AND COMMERCIAL SERVICES IN LIVING AREAS FOR THE PURPOSE OF INCREASING THEIR CONVENIENCE TO RESIDENTS AND TO REQUIRE THAT THEIR SITE DEVELOPMENT BE OF A STANDARD WHICH WILL MAKE THEM COMPATIBLE WITH NEIGHBORING RESIDENTIAL LAND USES.

A.2.9 OBJECTIVE - THE TOWN CENTRE

TO PROMOTE THE ACCEPTANCE AND IMPLE-MENTATION OF THE TOWN CENTRE CONCEPT SO AS TO PROVIDE FOCUS AND IDENTITY TO NEW LIVING AREAS.

A.2.10 POLICY - THE TOWN CENTRE

TO ESTABLISH AS A FEATURE OF THE PLAN THE DEVELOPMENT OF TOWN CENTRES.

A.2.11 OBJECTIVE - WORKING AREAS

TO INDICATE WHERE THE DEVELOPMENT AND REDEVELOPMENT OF WORKING AREAS SHOULD TAKE PLACE IN RELATION TO LIVING AREAS, AND TO ENSURE THAT THESE AREAS ARE ADEQUATELY SERVICED.

A.2.12 POLICIES - WORKING AREAS

- .1 TO DESIGNATE THE LOCATION OF PRESENT AND FUTURE WORKING AREAS.
- .2 TO ENCOURAGE THE DEVELOPMENT OF THE INDUSTRIAL PARK CONCEPT.
- ONTROL, THE WORKING AREAS FOR LAND-USE CONTROL, THE WORKING AREAS FOR IM-MEDIATE DEVELOPMENT AND TO CLASSIFY INDUSTRIES IN LAND-USE CONTROL BY-LAWS USING PERFORMANCE STANDARDS RELATED TO THE ENVIRONMENTAL AND TECHNICAL CHARACTERISTICS OF THE INDUSTRIAL OPERATION.

A.2.13 POLICY - INDUSTRIAL PROMOTION

TO ESTABLISH A UNIFIED METROPOLITAN INDUSTRIAL DEVELOPMENT AGENCY WITH ADEQUATE RESPONSIBILITIES AND RESOURCES.

A.2.14 POLICIES - INDUSTRIAL PROMOTION

- .1 TO ESTABLISH AN INDUSTRIAL DEVELOPMENT
 AGENCY SIMILAR IN CHARACTER TO THE
 INDUSTRIAL DEVELOPMENT BOARD OF GREATER
 WINNIPEG WITH ADEQUATE RESOURCES INCLUDING THE POWER TO ACQUIRE AND SELL
 OR LEASE LAND FOR INDUSTRIAL USE.
- .2 TO PROMOTE THE METROPOLITAN AREA AS A LOCATION FOR BASIC INDUSTRY AND SCIENTIFIC AND TECHNOLOGICAL RESEARCH ORGANIZATIONS.

A.2.15 OBJECTIVE - GENERAL SERVICE AREAS

TO MINIMIZE THE INADEQUACIES IN SITE-SIZE AND APPEARANCE IN THE OLDER GENERAL SERVICE AREAS, AND TO PROMOTE A HIGHER STANDARD OF TOTAL DESIGN IN THE NEW AREAS.

A.2.16 POLICIES - GENERAL SERVICE AREAS

- .1 TO PROHIBIT THE EXTENSION OF OLDER STRIP
 AREAS OR THE ESTABLISHMENT OF NEW STRIP
 AREAS AND TO ENCOURAGE THE ELIMINATION
 OF INCOMPATIBLE USES WITHIN EXISTING STRIP
 AREAS.
- .2 TO PROVIDE FOR THE INCREASE IN SITE DEPTH FOR PARKING PURPOSES IN EXISTING AREAS SUBJECT TO SUITABLE BUFFERS AND TO SUCH OTHER CONDITIONS AS MAY BE NECESSARY TO PROTECT THE AMENITY OF THE ADJOINING AREA.
- .3 TO PROMOTE A HIGHER STANDARD OF URBAN DESIGN IN EXISTING AND FUTURE GENERAL SERVICE AREAS.

A.2.17 OBJECTIVES - DOWNTOWN

- .1 TO STRENGTHEN AND IMPROVE DOWNTOWN SO THAT IT WILL BE A VITAL, EFFICIENT AND ATTRACTIVE CENTRE FOR THE METROPOLITAN COMMUNITY.
- .2 TO ACKNOWLEDGE THE PRIORITY OF PEDESTRIAN MOVEMENT IN THOSE PARTS OF DOWNTOWN WHERE PEOPLE SHOULD BE ENCOURAGED TO CONCENTRATE.
- .3 TO PROVIDE AN EFFICIENT TRANSPORTATION SYSTEM WITH CONVENIENT CONNECTIONS TO AREAS OF PEDESTRIAN CONCENTRATION.

A.2.18 POLICIES - DOWNTOWN

- .1 TO DEFINE THOSE AREAS WHERE SIMILAR ACTIVITIES SHOULD BE CONCENTRATED AND TO RESTRICT DOWNTOWN USES TO THE DOWNTOWN AREA.
- OF DOWNTOWN USES AND INCENTIVES FOR THE PROVISION OF PEDESTRIAN AMENITIES.
- .3 TO PROVIDE A SYSTEM FOR THE MOVEMENT OF PEOPLE AND GOODS THAT WILL ACKNOWLEDGE THE FUNCTION OF DOWNTOWN AS THE FOCUS OF THE METROPOLITAN TRANSPORTATION SYSTEM.

- .4 TO PROVIDE MEANS OF SEPARATION OF PEDESTRIAN AND VEHICLE MOVEMENTS IN AREAS OF HIGH PEDESTRIAN CONCENTRATION AND TO GIVE PRIORITY TO PEDESTRIAN CIRCULATION IN THESE AREAS.
- .5 TO ENSURE THAT ADEQUATE PARKING IS PROVIDED IN PARKING STRUCTURES CON-STRUCTED WITH PUBLIC FUNDS IF PRIVATE FUNDS ARE NOT MADE AVAILABLE.
- .6 TO PREPARE A DETAILED PHYSICAL PLAN FOR THE DOWNTOWN AREA BASED ON THE OBJECTIVES AND CONCEPT HEREIN DES-CRIBED.
- .7 TO AUGMENT THE IMPLEMENTATION OF DETAILED PLANNING THROUGH THE AGENCY OF A DEVELOPMENT CORPORATION TO BE SPECIALLY ESTABLISHED.

A.2.19 OBJECTIVE - METROPOLITAN PARKS

TO EXPAND AND DEVELOP A METROPOLITAN PARKS SYSTEM TO SATISFY THE NEEDS OF THE URBAN COMMUNITY DURING THE TIME AND GROWTH PERIOD OF THE PLAN.

A.2.20 POLICIES - METROPOLITAN PARKS

- .1 TO COMPLETE THE ACQUISITION PROGRAM ESTABLISHED BY THE 1961 REPORT ON METROPOLITAN PARKS.
- .2 TO CONSIDER AND ADOPT STANDARDS AND A PROGRAM FOR THE FUTURE PROVISION OF METROPOLITAN PARKS.

A.2.21 OBJECTIVE - RIVERBANKS

TO SECURE FOR THE USE, ENJOYMENT AND BENEFIT OF THE RESIDENTS, THE RIVER-BANKS IN THE METROPOLITAN AREA BEARING IN MIND THAT THIS IS AN OBJECTIVE WHICH CAN BE ACHIEVED OVER AN EXTENDED PERIOD OF TIME.

A.2.22 GENERAL POLICIES - RIVERBANKS

- .1 TO ACQUIRE RIVERBANK LAND AS A FEATURE OF THE PLAN GIVING PRIORITY TO LAND THAT IS SUITABLE FOR PARK DEVELOPMENT.
- .2 TO CONTROL RIVERBANK LAND BY THE LEGAL MEANS AT THE CORPORATION'S DISPOSAL, SUCH AS LAND-USE AND DEVELOPMENT CONTROL BY-LAWS AND REGULATIONS RESTRICTING THE USE OF FLOOD PLAIN LAND.

.3 TO REQUEST AREA MUNICIPALITIES TO ADOPT A COMPLEMENTARY POLICY FOR THE ACQUI-SITION AND DEVELOPMENT OF MUNICIPAL PARKS ON RIVERBANKS.

A.2.23 SPECIFIC POLICIES - RIVERBANKS

- .1 TO PROHIBIT THE DEVELOPMENT OF ANY RIVERBANKS INCLUDED IN AN AREA TO BE SUBDIVIDED AND TO SECURE THESE AS PUBLIC OPEN SPACE BY DEDICATION OR BY PURCHASE.
- .2 TO ACQUIRE INDIVIDUAL PARCELS OF LAND FOR THE PURPOSE OF EXPANDING METRO-POLITAN PARK HOLDINGS.
- .3 WHERE TRANSPORTATION REQUIREMENTS
 NECESSITATE THE ACQUISITION OF LAND
 FOR THOROFARES PARALLEL TO RIVERS,
 TO INCLUDE THE LAND BETWEEN THE
 THOROFARE AND THE RIVER IN THE RIGHT—
 OF-WAY.
- .4 TO SECURE FOR PUBLIC USE RIVERBANK LANDS WITHIN AGREED OR DECLARED RENEWAL AND REDEVELOPMENT AREAS.
- .5 ALL RIVERBANK PROPERTY OWNED OR CONTROLLED BY ANY MUNICIPAL AUTHORITY SHALL BE RETAINED BY THE MUNICIPALITY, OR CONVEYED TO THE CORPORATION ON THE COMPLETION OF SUITABLE ARRANGEMENTS.
- .6 IN GENERAL, TO ENACT NO CHANGES IN LAND-USE CONTROL BY-LAWS THAT WOULD INCREASE THE DENSITY OF DEVELOPMENT PERMITTED BY EXISTING RESIDENTIAL, COMMERCIAL, OR INDUSTRIAL LAND-USE CONTROL REGULATIONS, EXCEPT TO A LIMITED EXTENT AS FOLLOWS:
 - (i) TO COMPLETE AS INFILL
 UNDEVELOPED POCKETS WITH
 USE AND DENSITY SIMILAR
 TO EXISTING ADJACENT
 DEVELOPMENT.
 - (ii) TO PERMIT THE CONSOLIDA-TION OF COMPATIBLE USES, ESTABLISH TRANSITIONAL AREAS AND INTRODUCE HIGH DENSITY USES AS ELEMENTS OF URBAN FORM.

A.2.24 OBJECTIVE - URBAN RENEWAL

TO SECURE THE IMPROVEMENT OF ENVIRON-MENTAL CONDITIONS THROUGH THE USE OF THE TOOLS PROVIDED IN NATIONAL AND PROVINCIAL LEGISLATION AND TO ENSURE THAT INDIVIDUAL RENEWAL PROGRAMS WORK TO THE BENEFIT OF THE METROPOLITAN AREA AS A WHOLE.

A.2.25 POLICIES - URBAN RENEWAL

- .1 TO DESIGNATE AREAS WHERE REDEVELOPMENT AND REHABILITATION ARE NECESSARY;
- .2 TO ESTABLISH AND IMPROVE LIAISON AND CONSULTATION WITH AREA MUNICIPALITIES TO ENSURE THAT DETAILED URBAN RENEWAL PROGRAMS CONFORM TO THE OBJECTIVES AND POLICIES OF THE PLAN;
- .3 TO PROVIDE AREA MUNICIPALITIES WITH AVAILABLE ASSISTANCE AND INFORMATION IN THE PREPARATION OF URBAN RENEWAL PROGRAMS;
- .4 TO DEVELOP AND ADMINISTER A REHABILITATION AND CONSERVATION PROGRAM THROUGH
 ADEQUATE BUILDING, LAND-USE AND HOUSING
 STANDARDS UNIFORMLY APPLIED THROUGHOUT
 THE METROPOLITAN AREA;
- .5 TO MAINTAIN AND IMPROVE LIAISON AND CONSULTATION WITH PRIVATE AGENCIES ENGAGED IN THE REBUILDING OF PARTS OF THE URBAN AREA.

A.2.26 OBJECTIVE - HOSPITALS

TO ENSURE THAT ADEQUATE HOSPITAL SERVICE IS PROVIDED ON SITES OF A SUITABLE SIZE AND IN LOCATIONS THAT WILL SERVE THE METROPOLITAN AREA.

A.2.27 POLICY - HOSPITALS

TO ESTABLISH AS A FEATURE OF THE PLAN THE LOCATION OF NEW HOSPITAL SITES AND THE EXPANSION OF EXISTING HOSPITAL SITES AND THE MEDICAL CENTRE IN CONSULTATION WITH THE MANITOBA HOSPITAL COMMISSION.

A.2.28 OBJECTIVE - HIGHER EDUCATION

TO ENSURE THAT THE METROPOLITAN NEEDS FOR HIGHER EDUCATION ARE MET ON SITES OF ADEQUATE SIZE AND IN LOCATIONS SUITABLE FOR THEIR FUNCTIONS.

A.2.29 POLICIES - HIGHER EDUCATION

- OF THE PLAN AND AS PART OF THE DETAILED PLAN FOR THE CENTRAL AREA PROPOSALS FOR THE SITES OF A DOWNTOWN UNIVERSITY AND A JUNIOR OR COMMUNITY COLLEGE, IN CONSULTATION WITH THE EDUCATIONAL AUTHORITIES CONCERNED;
- .2 AND TO SELECT THE SITES FOR ADDITIONAL TECHNICAL HIGH SCHOOLS IN CONSULTATION WITH THE EDUCATIONAL AUTHORITIES CONCERNED.
- A.2.30 OBJECTIVE AREAS FOR URBAN EXPANSION

 TO GIVE NOTICE OF FUTURE AREAS FOR LIVING AND WORKING.
- A.2.31 POLICY AREAS FOR URBAN EXPANSION

TO INCLUDE THESE AREAS IN THE CORPORATION'S OWN PLANS FOR THE EXTENSION OF SERVICES; AND, TO PERMIT THE DEVELOPMENT OF THESE AREAS IN ACCORDANCE WITH THE DEMAND FOR ADDITIONAL URBAN LAND, SUBJECT TO THE FEASIBILITY OF PROVIDING AND MAINTAINING AN ACCEPTABLE STANDARD OF SERVICES.

A.2.32 OBJECTIVE - AREAS OF NO URBAN EXPANSION

TO FURTHER THE PRINCIPLE OF A COMPACT, ECONOMICALLY—SERVICED URBAN AREA AND TO PREVENT SEMI-URBAN FRINGE DEVELOPMENT.

- A.2.33 POLICIES AREAS OF NO URBAN EXPANSION
 - .1 TO PREPARE AS A FEATURE OF THE PLAN
 DETAILED AREA PLANS FOR THOSE VILLAGE
 COMMUNITIES WHERE SOME FUTURE GROWTH
 IS EXPECTED.
 - .2 TO PREVENT URBAN DEVELOPMENT IN THE AREAS NOT INTENDED FOR URBAN DEVELOP-MENT BY MEANS OF LAND-USE CONTROL BY-LAWS. VILLAGE COMMUNITIES AND LAND ADJACENT TO THEM REQUIRED FOR VILLAGE PURPOSES WILL BE EXEMPT FROM THE PROVISIONS OF THESE BY-LAWS.
 - TO LIMIT IN THE LAND-USE CONTROL BY-LAWS, THE FIVE-ACRE MINIMUM AGRICULTURAL ZONE TO THOSE LOCATIONS SUITABLE FOR THIS CATEGORY AND CURRENTLY BEING UTILIZED, AND TO DESIGNATE THE REMAINDER OF THE "AREAS OF NO URBAN EXPANSION" FOR AGRICULTURAL PURPOSES WITH A MINIMUM SITE AREA OF 40 ACRES.

A.2.34 OBJECTIVE - TRANSPORTATION SYSTEM

TO PROVIDE FOR THE SAFE, EFFICIENT MOVEMENT OF PEOPLE AND GOODS IN AND THROUGH THE METROPOLITAN AREA AND TO GIVE NOTICE THAT LAND IS LIKELY TO BE REQUIRED FOR THE TRANSPORTATION SYSTEM FROM TIME TO TIME DURING THE TIME AND GROWTH PERIOD OF THE PLAN.

A.2.35 GENERAL POLICIES - TRANSPORTATION SYSTEM

- .1 TO DEVELOP THE COMPONENTS OF THE TRANS-PORTATION SYSTEM BASED ON THE PRESENT AND ANTICIPATED MOVEMENT OF PEOPLE AND GOODS AND TO ACHIEVE A BALANCE BETWEEN THE LAND NEEDS OF THE SYSTEM AND THE URBAN AREA THAT IT SERVES.
- .2 TO CONTINUE TO SEEK ASSISTANCE FROM SENIOR GOVERNMENTS IN MAINTAINING AND IMPROVING THE METROPOLITAN TRANSPORTATION SYSTEM.
- .3 TO MAINTAIN A CONTINUING STUDY OF METROPOLITAN TRANSPORTATION NEEDS IN CONJUNCTION WITH THE WINNIPEG AREA TRANSPORTATION STUDY, WITH PARTICULAR REFERENCE TO THE RELATION—SHIP BETWEEN LAND USES, DENSITIES, AND PRESENT AND FUTURE TRANSPORTATION FACILITIES.

A.2.36 POLICIES - THOROFARE SYSTEM

- TO IDENTIFY THOSE PARTS OF THE SYSTEM THAT MUST BE REPLACED OR SUPPLEMENTED AND TO INDICATE WHERE ENTIRELY NEW COMPONENTS OF THE SYSTEM WILL BE REQUIRED DURING THE TIME AND GROWTH PERIOD OF THE PLAN.
- .2 TO URGE THE SENIOR GOVERNMENTS TO ACCEPT THE RENEWAL OF THE TRANS-PORTATION SYSTEM AS AN ESSENTIAL PART OF THE TOTAL URBAN RENEWAL PROCESS.

A.2.37 POLICIES - TRANSIT SYSTEM

- .1 TO INCORPORATE THE NEEDS OF TRANSIT INTO PLANNING AS MAY BECOME APPARENT FROM THE MOVEMENT PATTERNS.
- .2 TO MAINTAIN A CONTINUING STUDY OF
 TRANSIT NEEDS AND TECHNIQUES AND
 TO ADOPT NEW TECHNIQUES WHEN THIS
 IS SHOWN TO BE NECESSARY OR DESIRABLE TO MEET CHANGING NEEDS OR TO
 TAKE ADVANTAGE OF NEW DEVELOPMENTS
 IN TRANSIT OPERATION AND TECHNOLOGY.

A.2.38 POLICIES - PEDESTRIAN SYSTEM

- .1 TO FACILITATE SAFE AND CONVENIENT PEDESTRIAN MOVEMENT AND TO PROVIDE PEDESTRIAN-VEHICLE SEPARATION IN AREAS OF HIGH CONCENTRATION OF PEDESTRIAN ACTIVITY.
- .2 TO PROVIDE AS A FEATURE OF THE PLAN WEATHER PROTECTION IN AREAS OF HIGH CONCENTRATION OF PEDESTRIAN ACTIVITY AND WHERE PEDESTRIAN AND TRANSIT SYSTEMS CONNECT.

A.2.39 POLICIES - RAILWAY SYSTEMS

- .1 TO MINIMIZE CONFLICT BETWEEN RAILWAY SYSTEMS AND OTHER TRANSPORTATION SYSTEMS AND BETWEEN RAILWAYS AND ADJOINING AREAS OF OTHER ACTIVITY.
- .2 TO ESTABLISH THE FUTURE USE OF RAILWAYOWNED LANDS WHERE THE PRESENT USE IS
 OR WILL BE OBSOLETE OR SHOULD BE CHANGED
 IN THE INTERESTS OF COMMUNITY REDEVELOPMENT.
- .3 TO INVESTIGATE THE POSSIBILITY OF A TERMINAL RAILWAY SYSTEM SIMILAR TO THAT BEING DEVELOPED IN THE NATIONAL CAPITAL REGION OF OTTAWA AS A MEANS OF ELIMINATING THE DUPLICATION OF RIGHTS-OF-WAY OF OTHER RAILWAY FACILITIES IN THE METROPOLITAN AREA.
- .4 TO INVESTIGATE THE EFFECTS ON THE COMMUNITY OF THE EVENTUAL CONSOLIDATION OF RAIL PASSENGER SERVICE.

A.2.40 POLICIES - AIR TRANSPORTATION

- .1 TO MINIMIZE EXISTING CONFLICT AND TO ELIMINATE FUTURE CONFLICT BETWEEN AIRFIELDS AND ADJOINING USES OF LAND AND IN PARTICULAR TO GIVE SPECIAL ATTENTION TO THE RELATIONSHIP BETWEEN AIRFIELDS AND FUTURE LIVING AREAS.
- .2 TO CO-OPERATE IN THE PROMOTION OF THE METROPOLITAN COMMUNITY AS AN AIR FREIGHT TERMINAL AND DISTRIBUTION CENTRE BY PROVIDING EFFICIENT THOROFARE CONNECTIONS AND BY ANY OTHER MEANS.
- .3 TO EMPHASIZE THE POTENTIAL OF THE METROPOLITAN COMMUNITY AS A SERVICE CENTRE FOR RECREATIONAL FLYING AND FOR TOURIST AIR TRAFFIC INTO THE CENTRAL AND NORTHERN PARTS OF THE PROVINCE.

.4 TO PROMOTE AS A FEATURE OF THE PLAN AND IN CONSULTATION WITH THE AGENCIES CONCERNED, THE DEVELOPMENT OF FACILITIES FOR THE TRANSFER OF AIRCRAFT FROM WHEELS TO FLOATS.

A.2.41 POLICIES - UNDERGROUND AND OVERHEAD SYSTEMS

TO EMPHASIZE AND PROMOTE THE NEED FOR ADJOINING OR COMMON RIGHTS-OF-WAY, PARTICULARLY WHEN NEW RIGHTS-OF-WAY ARE BEING PLANNED AND ACQUIRED.

A.2.42 OBJECTIVE - WATER SUPPLY SYSTEM

TO SUPPLY THE MUNICIPALITIES OF THE METROPOLITAN AREA WITH POTABLE WATER, UNDER ADEQUATE PRESSURES, SUFFICIENT TO SUPPLY THE PRESENT AND ANTICIPATED FUTURE NEEDS OF THE URBAN COMMUNITY.

A.2.43 POLICIES - WATER SUPPLY SYSTEM

- .1 TO AUGMENT THE CAPACITY OF THE PRESENT AQUEDUCT BY THE TIME THAT IT HAS REACHED ITS DESIGN CAPACITY.
- .2 TO PROVIDE ADEQUATE TREATMENT FACILITIES SO THAT THE WATER IS OF SATISFACTORY QUALITY AT ALL TIMES.
- .3 TO PROVIDE ADDITIONAL INTEGRATED PUMPING AND STORAGE FACILITIES TO ENSURE ADEQUATE WATER SUPPLY.
- ARTERIAL FEEDERMAIN SYSTEM, BASED ON AN ORDERLY PATTERN OF GROWTH.
- .5 TO MAINTAIN ADEQUATE PRESSURES FOR ALL AREAS WITHIN THE METROPOLITAN BOUNDARY.
- .6 TO MAINTAIN A CONTINUING STUDY OF WATER USES AND CONSUMPTION IN THE URBAN AREA AND TO MODIFY EXISTING PLANS TO PROVIDE FOR ANTICIPATED CHANGES IN CONSUMPTION, INCORPORATING, AS THEY ARE DEVELOPED, ANY TECHNICAL IMPROVEMENTS.

A.2.44 OBJECTIVE - WASTE DISPOSAL SYSTEM

TO PROMOTE THE PUBLIC HEALTH AND WELFARE BY PROVIDING AN ADEQUATE AND EFFICIENT SYSTEM AND MEANS OF REGULATING, COLLECTING, CONVEYING, PUMPING, TREATING, AND DISPOSING OF, ALL DOMESTIC SEWAGE AND COMMERCIAL AND INDUSTRIAL WASTE PRODUCTS.

A.2.45

POLICIES - WASTE DISPOSAL SYSTEM

- .1 TO COMPLETE THE CONSTRUCTION OF THE SYSTEM ALREADY PLANNED WITHIN THE PERIOD OF TIME SET BY THE PROVINCIAL MINISTER FOR HEALTH AND TO ENSURE THAT NEW URBAN DEVELOPMENT IS WITHIN THE SERVICE AREA OF THIS SYSTEM.
- .2 TO URGE THE PROVINCIAL GOVERNMENT TO ELIMINATE UP-STREAM POLLUTION SO THAT THE EFFECT OF THE METROPOLITAN POLLUTION CONTROL PROGRAM WILL BE MAXIMIZED.
- .3 TO LIMIT THE USE OF PRIVATE SEWAGE DISPOSAL SYSTEMS AND TO MAINTAIN STANDARDS FOR THEIR CONSTRUCTION.
- .4 TO MAINTAIN A CONTINUING STUDY OF TECHNICAL IMPROVEMENTS IN THE SEWAGE TREATMENT SYSTEMS NOW IN USE AND TO INCORPORATE IN THE SYSTEMS AS THEY ARE DEVELOPED, ANY PROVEN TECHNICAL IMPROVEMENTS.

A.2.46 OBJECTIVE - REFUSE DISPOSAL SYSTEM

TO ENSURE THAT THE URBAN AREA IS PROVIDED WITH A MEANS OF DISPOSING OF ALL URBAN SOLID WASTES IN ACCORDANCE WITH ADEQUATE STANDARDS OF ENVIRONMENTAL SANITATION.

A.2.47 POLICY - REFUSE DISPOSAL SYSTEM

TO DESIGNATE, ACQUIRE, AND OPERATE SITES FOR THE DISPOSAL OF ALL REFUSE.

A.2.48 OBJECTIVE - LAND DRAINAGE SYSTEMS

TO MAXIMIZE AS A FEATURE OF THE PLAN
THE AMENITY POSSIBILITIES OF NATURAL
WATERCOURSES IN THE METROPOLITAN AREA
AND TO ENSURE AN EFFICIENT AND ECONOMICAL
LAND DRAINAGE SYSTEM.

A.2.49 POLICIES - LAND DRAINAGE SYSTEMS

.1 TO INVESTIGATE, IN CONSULTATION WITH THE PROVINCIAL GOVERNMENT, THE BASIS FOR A SUITABLE AUTHORITY FOR WATER CONSERVATION AND LAND DRAINAGE IN THE CATCHMENT BASINS OF THE WATERCOURSES THAT DRAIN THROUGH THE URBAN AREA INTO THE RIVERS.

OF THE PLAN FOR THE OPERATION AND
MAINTENANCE OF VALLEY PARKS PROVIDED
THAT THE INITIAL COST OF ACQUISITION
AND THE CONSTRUCTION AND MAINTENANCE
OF DRAINAGE WORKS DOES NOT BECOME A
METROPOLITAN CHARGE.

A.2.50 OBJECTIVE - URBAN DESIGN

TO PROMOTE A HIGH STANDARD OF URBAN DESIGN THROUGHOUT THE COMMUNITY THROUGH THE IMPLEMENTATION OF THE POLICIES CONTAINED IN THIS PART.

A.2.51 POLICIES - DOWNTOWN

- .1 TO ENSURE THAT THE VISUAL ASPECTS ARE GIVEN IMPORTANCE WHEN THE DETAILED PLAN FOR DOWNTOWN IS BEING PREPARED.
- .2 TO CO-OPERATE WITH THE PUBLIC AND PRIVATE AGENCIES CONCERNED WITH THE APPEARANCE OF DOWNTOWN.
- .3 TO USE THE LEGISLATIVE MEANS PROVIDED SUCH AS THE LAND-USE CONTROL BY-LAWS AND THE DESIGN CONTROL BY-LAW, TO PROMOTE A HIGHER STANDARD OF CIVIC DESIGN.

A.2.52 POLICY - EXISTING GENERAL SERVICE AREAS

TO ENCOURAGE THE APPLICATION OF METHODS SIMILAR TO THE NORWICH PLAN TO EXISTING GENERAL SERVICE AREAS AND TO ADVISE GROUPS OF MERCHANTS INTERESTED IN THE APPLICATION OF THIS TYPE OF PROGRAM OF REHABILITATION FOR THEIR AREAS.

A.2.53 POLICY - MAJOR THOROFARES

TO ENLARGE THE SPATIAL AREA OVER WHICH THE DESIGN CONTROL OF THE PLAN EXTENDS TO INCLUDE THE APPROACHES TO THE METRO-POLITAN AREA; THE PERIMETER HIGHWAY AND OTHER MAJOR COMMUNICATION ROUTES.

A.2.54 POLICY - COMMUNITY SERVICE BUILDINGS IN LIVING AREAS

TO PROMOTE A HIGH STANDARD OF CIVIC DESIGN IN COMMUNITY SERVICE BUILDING DEVELOPMENT AND TO EXTEND THE APPLICATION OF DESIGN CONTROL TO COMMERCIAL AND COMBINED COMMERCIAL AND RESIDENTIAL GROUP BUILDING PROJECTS, INCLUDING TOWN CENTRE LOCATIONS.

A.2.55 POLICIES - RESIDENCES

- .1 TO INCLUDE IN THE NEW LAND-USE CONTROL
 BY-LAWS A PLANNED BUILDING GROUP PROVISION WHICH CAN BE APPLIED TO GROUPS
 OF MULTIPLE FAMILY RESIDENTIAL BUILDINGS,
 FOR THE PURPOSE OF ENCOURAGING IMPROVEMENTS IN RESIDENTIAL DESIGN AND SITING
 AND IN THE GROUPING OF RESIDENTIAL
 BUILDINGS.
- .2 TO EXTEND THE DESIGN CONTROL POWERS OF THE CORPORATION TO INCLUDE THE APPROVAL OF ALL MULTIPLE RESIDENTIAL STRUCTURES AND ALL PLANNED BUILDING GROUP PROPOSALS.

A.2.56 POLICIES - WORKING AREAS

- .1 TO EXTEND THE PROVISIONS OF THE DESIGN CONTROL BY-LAW TO COVER ALL INDUSTRIAL PARKS.
- .2 TO ENCOURAGE IMPROVEMENT IN THE APPEARANCE OF EXISTING INDUSTRIAL AREAS WHERE THIS IS NECESSARY BY DEVISING METHODS APPLICABLE TO THESE AREAS.

A.2.57 POLICIES - SIGNS AND BILLBOARDS

- .1 TO SPECIFY IN DEVELOPMENT CONTROL BY-LAWS WHERE SIGNS AND OTHER OUTDOOR ADVERTISING STRUCTURES SHALL OR SHALL NOT BE PERMITTED.
- .2 TO CONTROL NEW SIGNS AND OTHER OUTDOOR ADVERTISING STRUCTURES BY CLASSIFYING THEM AS TO TYPE, SIZE, HEIGHT AND OTHER CHARACTERISTICS AND BY DEVELOPING REGULATIONS FOR THE CONTROL OF THE VARIOUS CLASSIFICATIONS.
- .3 TO ESTABLISH A PERIOD OF TIME AFTER WHICH ALL EXISTING SIGNS, AND OTHER OUTDOOR ADVERTISING STRUCTURES, SHALL BE REQUIRED TO COMPLY WITH THE REGULATIONS ESTABLISHED TO CARRY OUT THE POLICIES OF THIS SECTION OF THE PLAN.

A.2.58 OBJECTIVE - OVERHEAD WIRES

TO PROMOTE THE USE OF UNDERGROUND WIRING SYSTEMS.

A.2.59 POLICY - OVERHEAD WIRES

TO PROHIBIT THE USE OF OVERHEAD DISTRI-BUTION SYSTEMS IN NEW AREAS OF DEVELOPMENT AND TO USE THE MEANS AVAILABLE TO ENCOURAGE AND ASSIST IN THE IMPLEMENTATION OF PROGRAMS FOR UNDERGROUND WIRING WHERE SUCH PROGRAMS DO NOT NOW EXIST.

A.2.60 POLICIES - GENERAL

- .1 TO EXTEND THE APPLICATION OF THE DESIGN CONTROL BY-LAW WHEN THE NECESSARY LEGIS-LATIVE CHANGE HAS BEEN MADE.
- .2 TO ENSURE A HIGH STANDARD OF DESIGN IN THE BUILDINGS, WORKS AND SIGNS THAT ARE THE RESPONSIBILITY OF THE CORPORATION.

A.2.61 OBJECTIVE - FUTURE PLANNING

TO AMPLIFY, IMPROVE AND AMEND THE SCOPE OF THE PLAN BY THE PREPARATION AND ADOPTION OF SUPPLEMENTS, AND TO REVIEW THE PLAN AND ITS SUPPLEMENTS FROM TIME TO TIME AND PRODUCE A CONSOLIDATION TO REPLACE THE ORIGINAL PLAN.

A.2.62 OBJECTIVE - DETAILED AREA PLANS

TO ENSURE THAT DETAILED AREA PLANS ARE PREPARED AND ADOPTED FOR THOSE AREAS WHERE DEVELOPMENT OR REDEVELOPMENT IS IMMINENT, AND TO ENSURE THAT THE DETAILED AREA PLANS SATISFY THE OBJECTIVES AND POLICIES CONTAINED IN THE PLAN.

A.2.63 OBJECTIVE - FISCAL POLICY

TO DEVELOP A SYSTEM FOR THE ORDERLY ALLOCATION OF FINANCIAL RESOURCES ON A CONTINUING BASIS

A.2.64 POLICY - FISCAL PLANNING

TO PREPARE A FISCAL PLAN FOR THE ALLO-CATION OF RESOURCES FOR ACHIEVING THE OBJECTIVES OF THE DEVELOPMENT PLAN. THE FISCAL PLAN OF THE CORPORATION TO BE CO-ORDINATED WITH THE FISCAL PLANNING OF THOSE OTHER GOVERNMENTS THAT RELY ON THE CAPACITY OF THE METROPOLITAN AREA TO SUPPORT ALL OR PART OF THE PROGRAMS FOR WHICH THEY ARE RESPONSIBLE.

A.2.65 OBJECTIVE - SYSTEMS AND STANDARDS

TO DEVELOP AS FUTURE SUPPLEMENTS TO THE PLAN AND IN CONSULTATION WITH THE OTHER AGENCIES CONCERNED SYSTEMS AND STANDARDS FOR THE PROVISION OF PARKS, SCHOOLS AND OTHER SIMILAR SERVICES.

A.2.66 OBJECTIVE - IMPROVEMENT OF ADMINISTRATIVE TECHNIQUES

TO IMPROVE EXISTING ADMINISTRATIVE TECHNIQUES AND TO ESTABLISH, AS SUPPLE-MENTS TO THE PLAN, THE ADMINISTRATIVE TECHNIQUES NECESSARY TO CARRY OUT THE NEW PROGRAMS SPECIFIED AS FEATURES OF THE PLAN.

A.2.67 OBJECTIVE - DEVELOPMENT CONTROL

TO DEVELOP AND ADOPT AS SUPPLEMENTS TO THE PLAN DETAILS OF A METHOD OF DEVELOP-MENT CONTROL THAT WILL PROVIDE PROTECTION AND IMPROVEMENT FOR THE EXISTING ENVIRON-MENT AND FLEXIBILITY FOR THE DEVELOPER WITHIN A FRAMEWORK OF UNIFORM METROPOLITAN CONTROL, AND WILL BE ADMINISTERED AND IMPOSED BY THE ENACTMENT OF BY-LAWS PURSUANT TO S. 83, PART IV OF THE METROPOLITAN WINNIPEG ACT.

A.2.68 OBJECTIVE - REGIONAL CO-ORDINATION

TO EXAMINE THE RELATIONSHIPS BETWEEN METROPOLITAN WINNIPEG AND THE SURROUND-ING REGION IN CONSULTATION WITH OTHER INTERESTED PUBLIC AGENCIES.

A.2.69 OBJECTIVE - DATA BANK

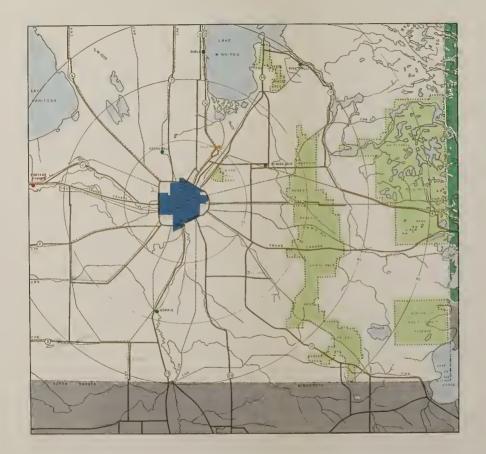
TO DEVELOP A DATA BANK USING ALL AVAILABLE SOURCES OF INFORMATION IN ORDER TO PROVIDE AN ACCURATE, UP-TO-DATE AND FACTUAL BASIS FOR PLANNING DECISIONS.

PART B

BASIS FOR THE PLAN

- 1. Geographical Setting
- 2. Basis for The Plan





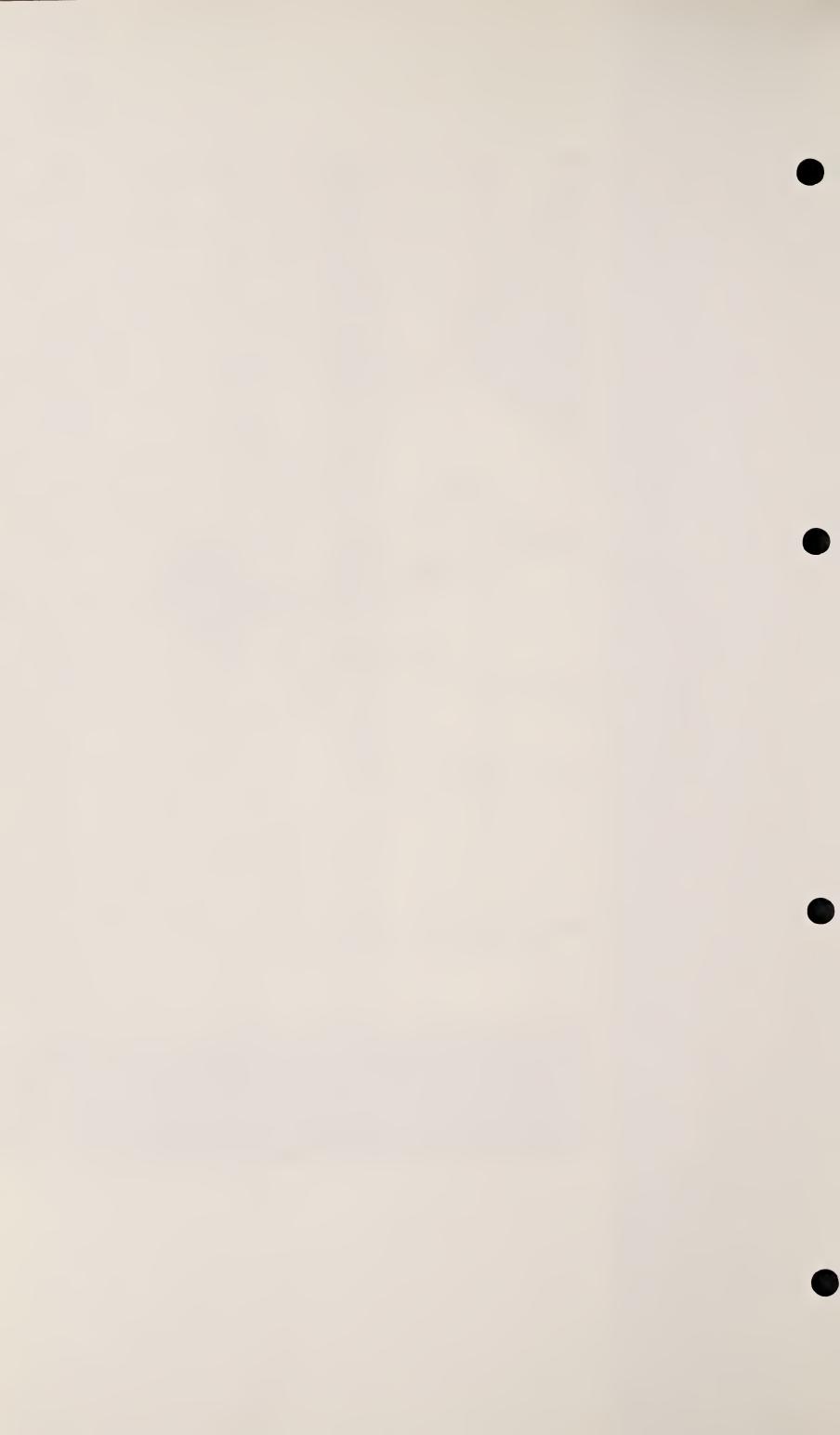
GEOGRAPHICAL SETTING OF METROPOLITAN WINNIPEG

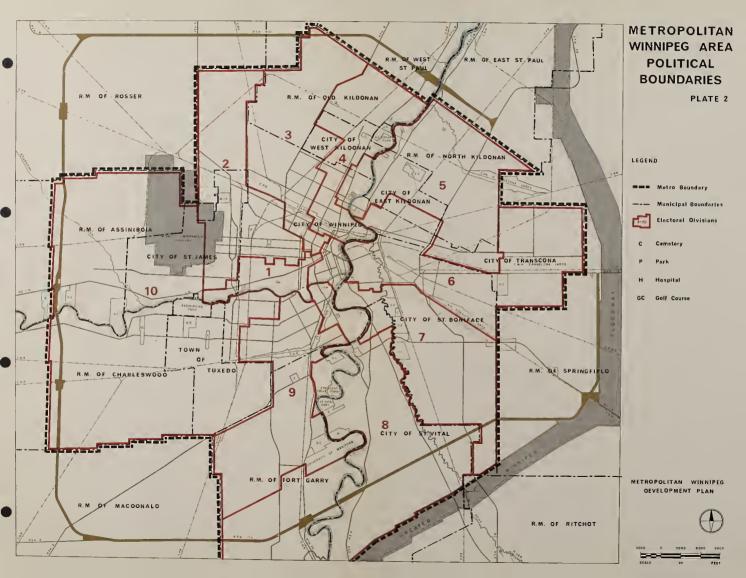
PLATE 1

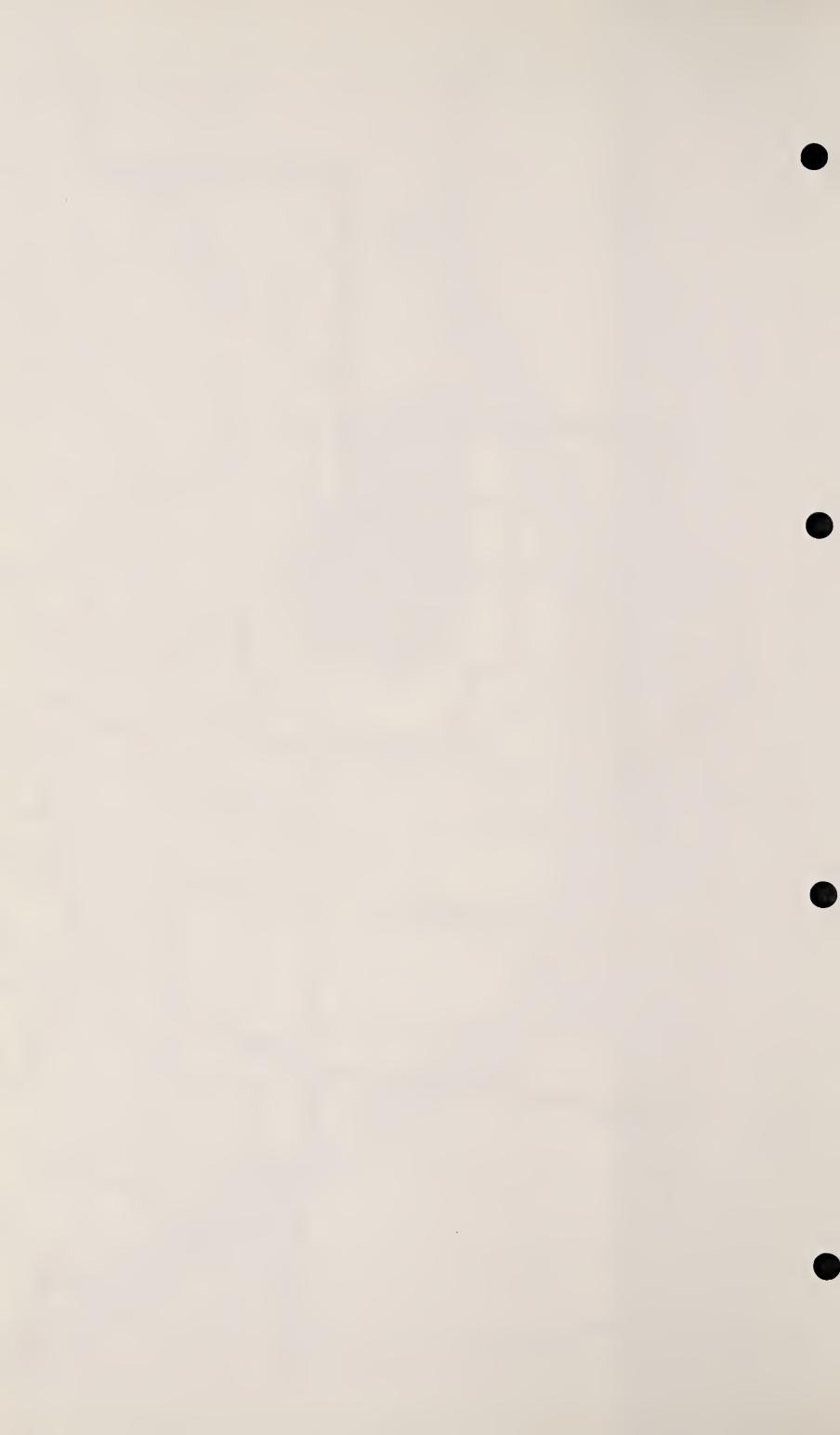
METROPOLITAN WINNIPEG DEVELOPMENT PLAN





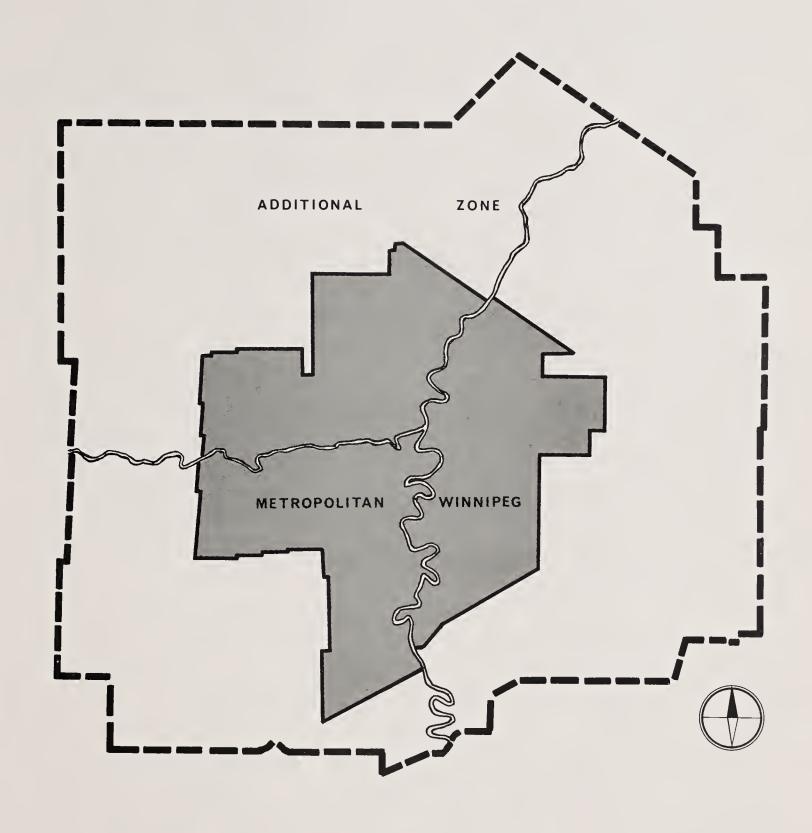






AREA OF PLANNING JURISDICTION

PLATE 3



METROPOLITAN WINNIPEG AREA

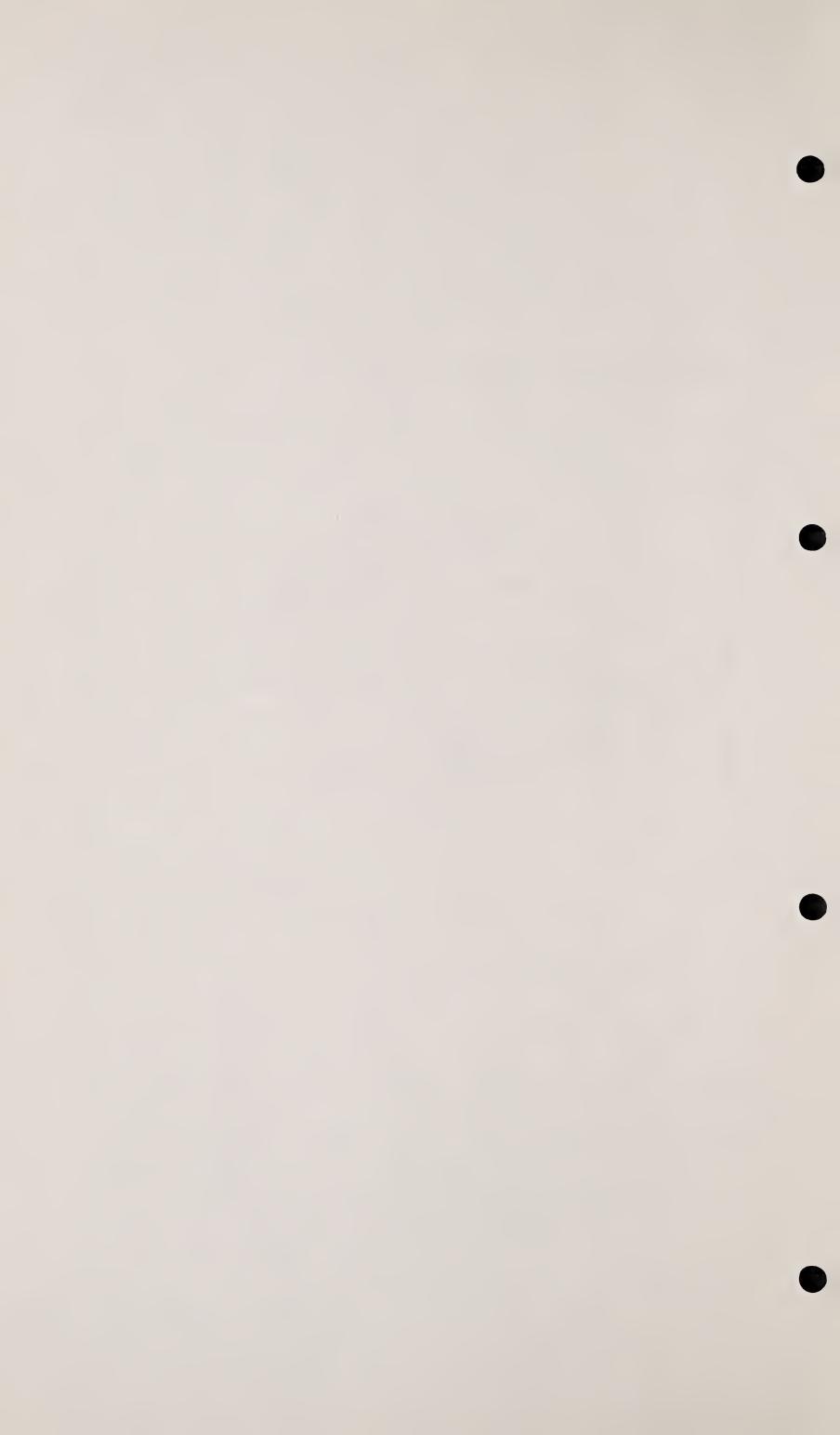
METROPOLITAN WINNIPEG
ADDITIONAL ZONE

AREA OF PLANNING JURISDICTION

166.6 SQ. MILES

492.86 SQ. MILES

659.46 SQ. MILES

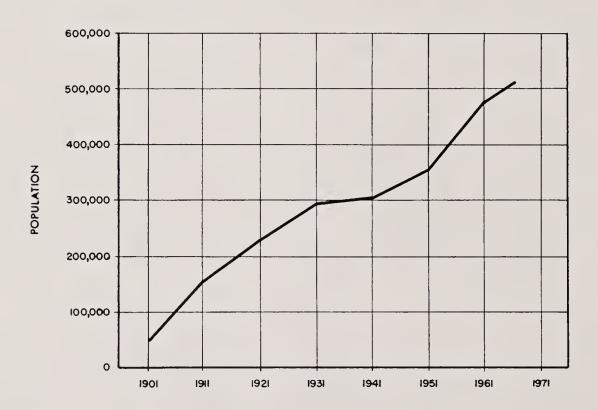


- B.1.1 Metropolitan Winnipeg is situated at the confluence of the Red and Assiniboine Rivers. From the centre of the Metropolitan area, it is 80 miles east to the Ontario border and 55 miles south to the United States border as shown on Plate #1.
- B.1.2 The urban area is located on a flat plain which at one time was covered by a glacial lake called Lake Agassiz. Lake Winnipeg to the north and Lake Manitoba to the north-west of the Metropolitan area are remnants of this large glacial lake that once covered the area after the recession of the last continental ice cap. About 30 miles to the east of the Metropolitan area there is a pronounced demarcation between the flat open prairie and the Canadian Shield which is characterized by rolling topography, forest cover, rock out-cropping, and numerous lakes.
- Metropolitan Winnipeg is the fourth largest urban community in Canada and is the largest population centre in the three prairie provinces. Its 500,000 inhabitants constitute slightly more than 50% of the total population of the Province of Manitoba. The population of Greater Winnipeg is characterized by a diversity of ethnic origin. St. Boniface, for example, which is one of the constituent municipalities of the Metropolitan area, has the largest French-Canadian population of any centre west of Ottawa. The largest ethnic group is of British Isles origin, the second largest is of Ukrainian origin.
- B.1.4 Metropolitan Winnipeg has a strategic location midway between the Atlantic and Pacific Oceans at the gateway to the Canadian West. It has a diverse industrial base which includes a broad range of manufacturing, warehousing and wholesaling activities. The urban area is also the focus of well-developed rail, road, and air transportation systems. These systems include the transcontinental routes of the two major railways, the Trans-Canada Highway as well as the services of the two trans-continental air carriers and a Winnipeg-based regional carrier.

POPULATION GROWTH

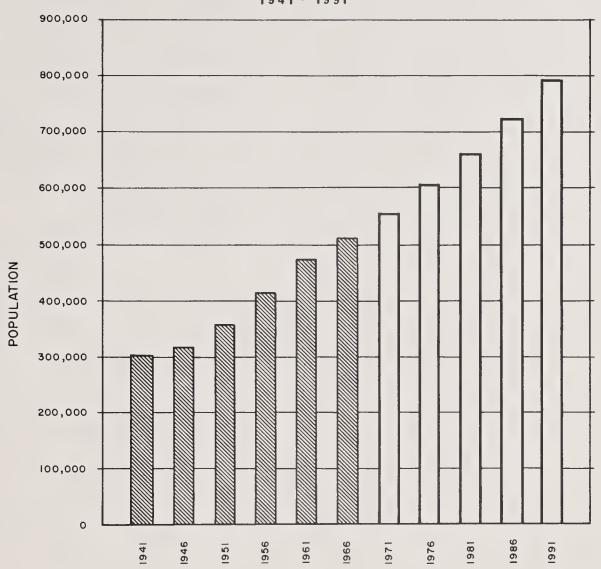
- B.2.1 A continuing study of population growth and trends is basic to the planning process. Forecasts must be reviewed frequently so that they can be adjusted to reflect changes in birth and death rates and the effect of migrational movements of population. Population forecasts must be concerned with total population growth and population growth by geographical area.
- B.2.2 The population of the Metropolitan Winnipeg census area has increased from 48,488 persons in 1901 to 508,759 persons in 1966.

METROPOLITAN WINNIPEG POPULATION BY TEN YEAR INTERVALS 1901 - 1966



B.2.3 On the basis of latest available forecasts the total population of the Metropolitan Winnipeg Census area will reach some 791,000 persons within the time and growth period of the Plan.

POPULATION BY FIVE YEAR INTERVALS METROPOLITAN WINNIPEG CENSUS AREAS 1941 - 1991



B.2.4 Every municipality in the Metropolitan Winnipeg Census area has shared in the growth of population over the past 65 years. Population, by municipality by census year from 1901 to 1966 is shown in tabular form.

Population by Municipality Metropolitan Winnipeg Census Area (1966) 1901 -- 1966

Munic nality	1901	1911	1921	1931	1941	1951	1961	1966
Assimidoia Brecklands	357	681	1,024	1,675 2,628	1,968	2,663 2,915	6,088 4,369	19,389
Charleswood East Kildonan	450 563	701	869	1,226	1,934	3,680	6,243	7,373 28,796
Fort Garry	730	1,488	6,379 2,451	3,926	4,453	8,193	17,528	21,177
North Kildonan Old Kildonan				1,347	1,946	3,222	8,888	11,955
St. Boniface	2,019 257	7,483 5,335	12,821	16,305	18,157	26,342	37,600	43,214
St. Vital Transcona	585	1,540	3,771 4,185	10,402	11,993	18,637	27,269	29,528 <u>-</u> 19,761
Tuxedo West Mildonan	668	1,767	1,062	1,173 6,132	735	1,627	1,627 20,077	2,480
Winnipeg East St. Paul	42,340 285	136,035 486	179,087	218,785	221,960	235,710	265,429	257,005 = 2,299
West St. Paul	234	320	510	790	1,032	1,423	2,032	2,284
Total	48,488	156,969	229,212	294,905	302,024	356,813	475,989	508,759

- 1. The rural municipality incorporated as a City, 1962.
- 2. Part of Rosser, Division No. 9, annexed to Winnipeg City, 1963.
- 3.2.5 The relative changes in population (between municipalities) which have taken place from 1901 to 1966 are illustrated in tabular form below. The single most striking feature is the relative decline of the City of Winnipeg population as a portion of the Metropolitan area population.

Percentage of Total Metropolitan Winnipeg Census Area Population * in Each Municipality 1901 -- 1966

Municipality	1901	1911	1921	1931	1941	1951	1961	1966
Assiniboia	.74	.143	.45	. 57	.65	.74	1.28	3.81
Brocklands				.89	.74	.82	.92	.82
Charleswood	.93	.45	.38	.42	.64	1.03	1.31	1.45
East Kildonan	1.16	.95	2.78	3.07	2.76	3.68	5.74	5.66
Fort. Garry	1.50	.72	1.07	1.33	1.48	2.30	3.68	4.16
North Kildonan				.46	.64	.90	1.86	2.35
Old Kildonan				.22	.23	.24	.28	.27
St. Boniface	4.16.	4.77	5.59	5.53	6.01	7.38	7.90	8.50
St. James	. 53	3.40	5.12	4.84	4.60	5.48	7.14	7.02
St. Vital	1.21	.98	1.65	3.53	3.97	5.23	5.73	5.80
Transcona			1.83	1.94	1.82	1.89	3.00	3.88
Tuxedo	98 8-		.46	.40	.24	.46	.33	.49
West Mildonan	1.38	1.13	2.03	2.07	2.03	3.02	4.22	4.37
Winnipeg	87.31	86.67	78.13	74.19	73.49	66.06	55.76	50.52
East St. Paul	. 59	.30	.29	.20	.36	.37	.42	.45
West St. Paul	.49	.20	.22	.26	.34	.40	.43	.45
	100,00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

^{* 1966} Census Area

The growth of population by age group by 5 year intervals from 1941 to 1961 indicates significant increases in the numbers of people under 15 and over 65 years of age. From 1941 to 1961, the numbers of persons under 15 years increased from 60,659, or 20.1 percent of the population, to 143,361 or 30.1 percent of the population. Similarly, the 65-and-over age group increased from 6 percent of the population in 1941 to 9 percent of the population in 1961. The age groups from which the majority of the working force is drawn, from 15 years to 64 years, has declined from 73.9 percent of the population in 1941 to 60.7 percent of the population in 1961. As yet age group data from the 1966 census of Canada is not available for analysis.

POPULATION OF METROPOLITAN WINNIPEG (1961 CENSUS AREA) BY AGE GROUPS 1941 - 1961

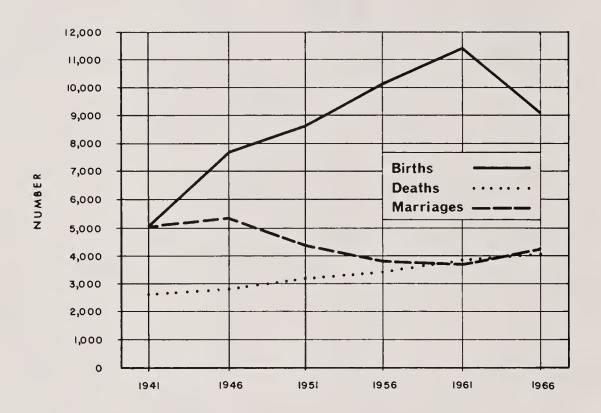
Age Group	1941	1946	1951	1956	1961
0-4 5-9 10-14 15-19 20-24 25-34 35-44 45-54 55-64 65-69 70+	18,963 19,192 22,504 28,120 30,588 54,170 40,316 39,803 30,049 7,932 10,387	26,066 20,041 20,005 24,635 31,650 58,641 44,423 37,628 33,754 10,896 12,745	38,060 27,604 20,767 22,992 28,643 61,292 52,637 38,770 34,126 14,040 17,882	45,363 40,213 28,994 25,073 30,231 65,390 60,112 44,508 33,441 15,072 23,851	52,872 48,208 42,281 33,386 33,470 66,815 66,813 53,288 35,954 14,386 28,516
Total	302,024	320,484	356,813	412,248	475,989

PERCENTAGE DISTRIBUTION OF POPULATION OF METROPOLITAN WINNIPEG (1961 CENSUS AREA) BY AGE GROUPS 1941 – 1961

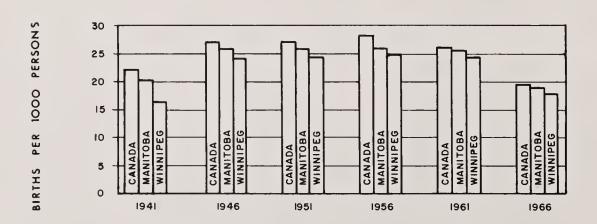
Age Group	1941	19 4 6 %	1951	1956 %	1961
0-4	6.29	8.13	10.67	11.00	11.11
5-9	6.35	6.25	7.74	9.75	10.13
10-14	7.45	6.24	5.82	7.03	8.88
15-19	9.31	7.69	6.44	6.08	7.01
20-24	10.13	9.88	8.03	7.33	7.03
25-34	17.94	18.30	17.18	15.87	14.04
35-44	13.35	13.86	14.75	14.58	14.04
45-54	13.18	11.74	10.87	10.80	11.20
55-64	9.95	10.53	9.56	8.11	7.55
65-69	2.63	3.40	3.93	3.66	3.02
70+	3.44	3.98	3.01	5.79	6.00

Figures on births, deaths and marriages indicate that new influences are making themselves felt in the number of births occurring in the Metropolitan area. The decrease in the number of births from 1961 to 1966 would appear to be to some considerable extent the result of the growing acceptance of new methods of birth control and of changes in the age structure of the population.

BIRTHS, DEATHS AND MARRIAGES METROPOLITAN WINNIPEG CENSUS AREA 1941 - 1966



THE BIRTH RATE
CANADA, MANITOBA, METROPOLITAN WINNIPEG
1941 - 1966



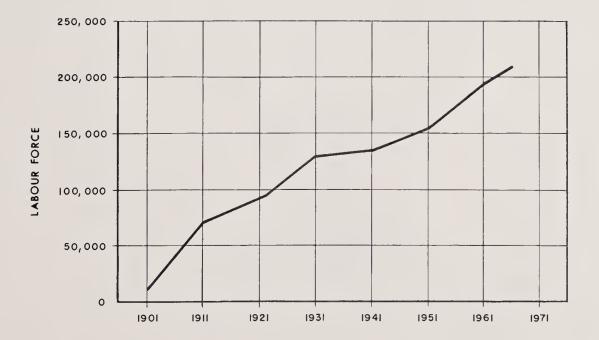
Forecasts for the cities and municipalities which comprise this Metropolitan area are difficult to make as the location of individual new areas of growth are dependent on a number of factors, some of which cannot be controlled by the planning agency. However, on the basis of current trends it is likely that the population growth of the Cities of Winnipeg, St. James and East and West Kildonan will be limited by the amount of land available for residential development and redevelopment. The remaining inner municipalities consisting of Fort Garry, St. Boniface, Transcona and St. Vital will have the largest numerical increase as a group and are likely to have an additional 150,000 people by 1991. The group of outer municipalities, Assiniboia, Charleswood, North and Old Kildonan and Tuxedo, are likely to have more than twice their present population by 1991. Very little relative population increase is anticipated in the municipalities forming the Additional Zone.

ECONOMIC ACTIVITY

B.2.9

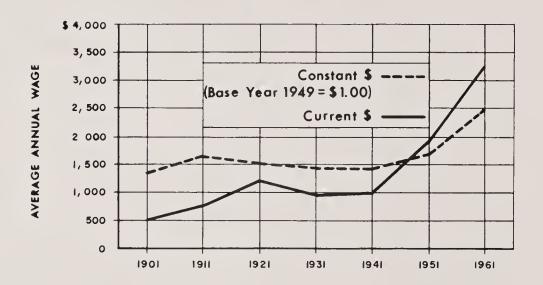
Concomitant with the growth in the population of Metropolitan Winnipeg there has been an increase in the size of the local labour force. Over the 60 year period from 1901 to 1961, the Metropolitan Winnipeg labour force has increased in size by 172,986 persons. This represents a growth from 21,334 persons in 1901 to 194,320 persons in 1961. The size of the labour force in 1966 is estimated to be some 207,000 persons.

SIZE OF LABOUR FORCE METROPOLITAN WINNIPEG 1901 - 1966



- B.2.10 On the basis of current population predictions, it is expected that the size of the labour force will reach 316,000 persons during the time and growth period of the Plan, an increase of 109,000 persons from 1966.
- B.2.11 The increases in the size of the local population and labour force have been experienced in combination with an increase in the size of personal income per capita. One measure of personal income per capita which is reported by the Dominion Bureau of Statistics is the yearly average wage per wage earner. This figure for wage earners in Metropolitan Winnipeg increased from \$501 in 1901 to \$3,235 in 1961. If the figures are corrected to remove changes in the purchasing power of the Canadian dollar, the average annual wage per wage earner has increased from \$1,353 in 1901 to \$2,491 in 1961. Thus, in terms of real income, the position of the average wage earner has improved by 84% between 1901 and 1961. Latest available statistics indicate that real income has continued to improve since 1961. From 1961 to 1965, figures arrived at using Department of National Revenue reports show that average income for all persons in the Winnipeg area filing income tax returns has increased from \$2,818 in 1941 to \$2,943 in 1965 in constant dollar terms.

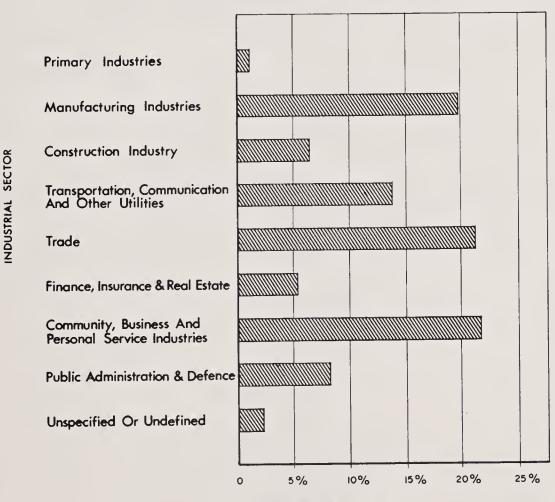
AVERAGE ANNUAL WAGE PER WAGE EARNER METROPOLITAN WINNIPEG 1901 - 1961



B.2.12 Examination of the industrial composition of the labour force provides some indication of the industrial structure of the Metropolitan Winnipeg area. As well, study of the changes in the industrial composition of the labour force over time makes it possible to ascertain which industrial sectors are growing, which are stable and which are in decline. The following analysis is based upon results of the last complete census, that of 1961, and upon the latest available manufacturing statistics published by the Deminion Bureau of Statistics.

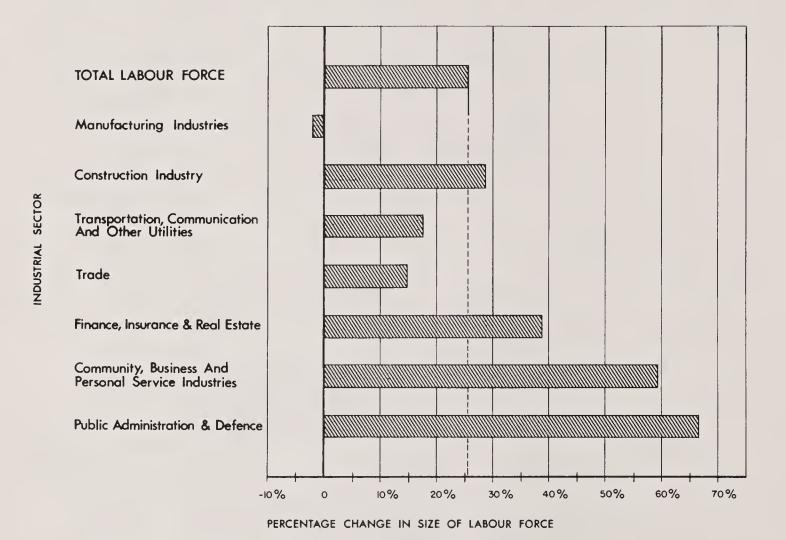
The industrial composition of the Metropolitan Winnipeg labour force in 1961 indicates a well balanced economy with three of the seven major industrial sectors each employing approximately 20% of the labour force. These three major sectors are the manufacturing industries group, the trade group and the community, business and personal services industries group. The next largest group is the transportation, communication and other utilities industries group employing nearly 14% of the labour force. The three remaining major industrial sectors, the construction industry group, the finance, insurance and real estate industries group, and the public administration and defence industry group, each employ less than 9% of the labour force. The remaining $3\frac{1}{2}\%$ of the labour force is employed in primary industry or industry undefined by the Census.

INDUSTRIAL COMPOSITION OF THE LABOUR FORCE METROPOLITAN WINNIPEG 1961



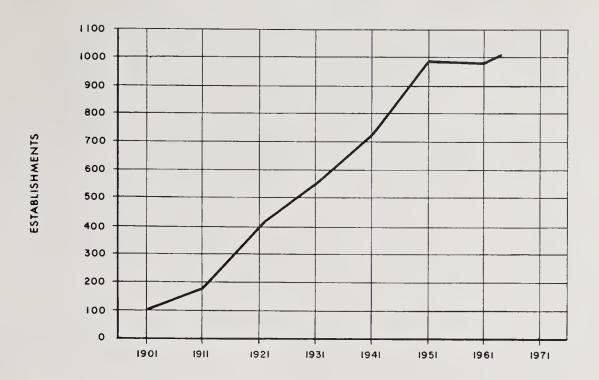
A study of the changes in the industrial composition of the labour force from 1951 to 1961 reveals that 4 of the 7 industrial sectors mentioned above are growth sectors, that is, they experienced rates of growth over this period which were greater than the rate of growth of the total labour force. These industrial sectors are the construction industry, the finance, insurance and real estate industries, the community, business and personal service industries and the public administration and defence industry. Of the remaining major industrial sectors, two sectors, the transportation, communication and other utilities industries group and the trade group both grew more slowly than did the total labour force (they declined in relative size) while the manufacturing industries showed a slight absolute decline in size of labour force from 1951 to 1961.

CHANGES IN THE INDUSTRIAL COMPOSITION OF THE LABOUR FORCE METROPOLITAN WINNIPEG 1951 TO 1961

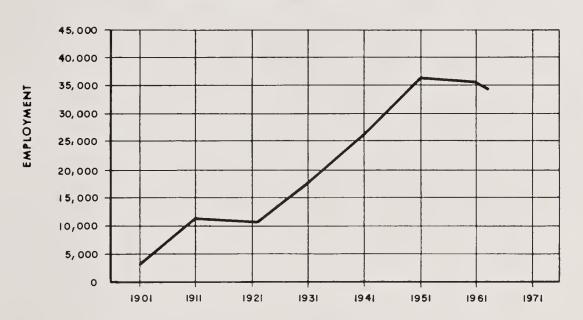


Because of the recent absolute decline in employment in the manufacturing industries, this particular sector has been studied historically in some detail. From 1901 to 1963, the number of manufacturing establishments in the Winnipeg Metropolitan area has increased from 103 to 1,006 establishments; employment has increased from 3,155 persons to 34,579 persons and the values of manufacturing production has increased from \$9 million to \$670 million. In terms of constant value 1949 dollars, the increase in the value of manufacturing production has been from \$23 million in 1901 to \$503 million in 1963.

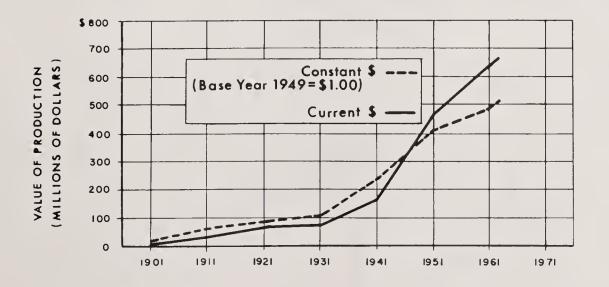
NUMBER OF MANUFACTURING ESTABLISHMENTS METROPOLITAN WINNIPEG 1901-1963



MANUFACTURING EMPLOYMENT METROPOLITAN WINNIPEG 1901 - 1963



VALUE OF MANUFACTURING PRODUCTION IN CURRENT AND CONSTANT 1949 DOLLARS METROPOLITAN WINNIPEG 1901-1963



- B.2.16 Figures produced by the Dominion Bureau of Statistics show that manufacturing employment in Metropolitan Winnipeg reached an historic high in 1953 but has since declined slightly. However, despite this decline in manufacturing employment from 1953 to 1963, the value of manufacturing production as measured by the selling value of factory shipments increased from \$505 million in 1953 to \$670 million in 1963, in current dollar values, or from \$440 million to \$503 million in constant value 1949 dollars. This combination of increasing production and decreasing employment indicates substantial increases in productivity.
- B.2.17 Much existing local manufacturing activity is market-oriented, and therefore the rate of growth of demand for the production of this sector has been very dependent upon the growth of the Manitoba and prairie markets and upon the share of these markets which could be secured by Metropolitan Winnipeg manufacturing firms. A slow rate of growth of population in the Manitoba and prairie markets and increasing competition from other prairie urban centres combined with rapid increases in local manufacturing productivity have resulted in this slight decrease in manufacturing employment in Metropolitan Winnipeg from 1953 to 1963.
- B.2.18 The foregoing considerations are some of the factors which form a part of the basis for the Plan. One concern of this Development Plan is the efficient provision of those urban services which form the infrastructure needed for industrial growth. In addition to this indirect support of industrial growth it is felt that direct involvement in the field of industrial promotion must be considered. These and other aspects of industrial development are discussed further in the Section on Working Areas.

SOCIAL ACTIVITY

- B.2.19 In the broad context of the Plan social characteristics and implications are inseparable from the economic, physical and other aspects of plan-making. Although the Metropolitan Corporation has not been charged with the responsibility for a number of activities which are normally classed as "social activities", for example welfare, education, or local recreation, it is important that these activities be considered in the Plan.
- B.2.20 Education facilities, park and recreation facilities as well as other types of social facilities must be thought of as systems rather than isolated developments. The planning process must attempt to provide a systematic distribution of social facilities throughout the urban area, taking into account both the effects that the surrounding area may have on a particular facility and the equally important effect a particular social facility may have on the existing surrounding area.

- B.2.21 The detailed planning for an adequate distribution of various social facilities throughout the Metropolitan Area will be a continuing process. It will require very close co-operation between the local administration agencies in each field and the Metropolitan Corporation.
- B.2.22 Examples of this type of joint planning work have already been carried out with the co-operation of school boards and the Metropolitan Corporation Planning Division in the preparation of school location studies. Objectives and policies related to the social aspects of the planning process are contained throughout the Plan in the sections dealing with specific subjects.

THE PHYSICAL FORM OF THE COMMUNITY

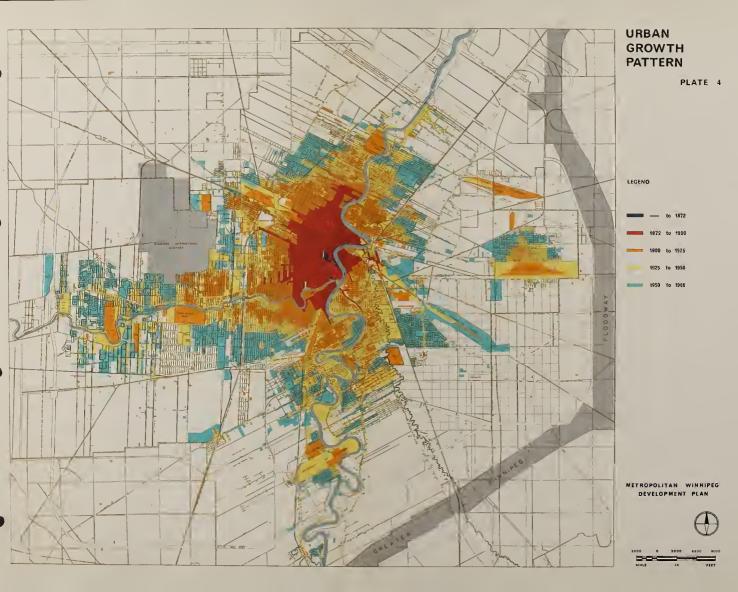
- B.2.23 Metropolitan Winnipeg, in common with all other communities, has developed a natural form based on the underlying geographic, social and economic factors that influence urban growth. In the interest of brevity a history of the growth of this community is not included here as this has been described in detail by others.
- B.2.24 The absence, until 1961 of a metropolitan basis for regulating and influencing urban growth has resulted in a physical form that is fragmentary and, in some instances no longer related to prevailing social and economic realities.
- B.2.25 The basic elements of physical form are the areas of land used for various urban activities and the service systems that link them. The areas include the centre or "Downtown" which contains the highest concentration of employment and activity and forms the hub or focus of the metropolitan transportation system; service areas, usually located on or near principal transportation routes; areas for working; areas for living which include the educational, recreational and local commercial areas that serve them; and a number of special areas, metropolitan parks or university campuses for example, that accommodate activities that do not come within the broad classifications already mentioned. All of these functional areas are linked by transportation and other service systems which provide the skeleton or framework of the physical form of the community.
- B.2.26 It is acknowledged that the Plan deals with an existing community of some half million people. The pattern of development resulting from the forces that have shaped the community in the past cannot be entirely erased but can be substantially modified through the planning process so that the community can function more efficiently and conveniently.

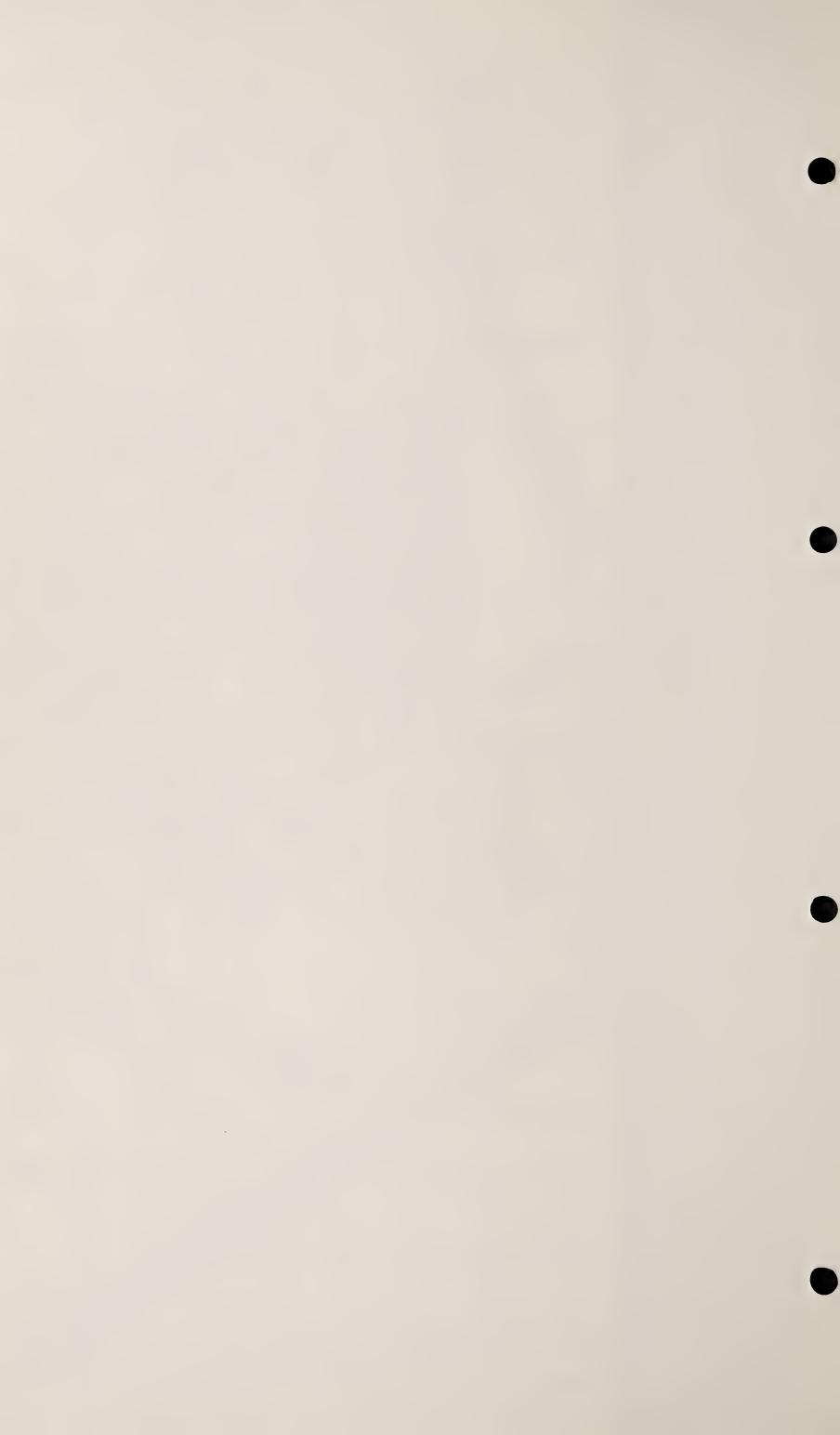
- B.2.27 In addition to modifying the existing form, the planning process is concerned with adding additional areas for living, working and other urban activities and with extending and improving the service systems. Through this process an outer limit for urban expansion is established beyond which urban growth should not extend during the time and growth period of the Plan.
- B.2.28 Plate #4 Urban Growth Pattern illustrates that Metropolitan Winnipeg has grown in a linear pattern from a nucleus at the junction of the two rivers; these rivers form the three axes of growth. This pattern has been modified by the influence of Transcona, originally a separate community based on the C.N.R. Yards. This natural pattern, based primarily on the use of the rivers for transportation and water supply and subsequently for drainage is well established, but this does not mean that linear expansion should continue indefinitely.
- B.2.29 Plates #6 and #7 Present and Future Living and Working Areas, illustrates that all of the urban expansion anticipated during the time and growth period of the Plan can be accommodated without extending the linear pattern beyond the Perimeter Highway.
- B.2.30 In common with other urban communities, the prime reason for containing and concentrating growth is that the cost of providing both public and private services is directly related to the density and distribution of development. In Metropolitan Winnipeg a further reason is the severity of the winter climate. The dislocation of services and general restriction on movement caused by winter conditions is a compelling reason for restricting the serviced area and encouraging more intensive use of areas that are already serviced.
- Although the Plan is predicated on a future urban form which represents a greater concentration of activities in the centre and a distribution of future Living and Working Areas so as to depart from the existing modified linear structure, a qualification is necessary. The effects of this arrangement of functional areas and the financial and physical implications of the servicing systems, particularly the transportation system, may necessitate a modification of the future urban form contained in the Plan.

B.2.32 OBJECTIVES

.1 TO MODIFY AND ADD TO THE EXISTING PHYSICAL FORM SO AS TO ACHIEVE A COMPACT URBAN AREA WITH A CONCENTRATED CENTRE AND A CLEARLY DEFINED PATTERN OF AREAS OF ACTIVITY CONNECTED BY EFFICIENT AND ECONOMICAL SERVICE SYSTEMS.

- .2 TO ACKNOWLEDGE THE INFLUENCE OF SEVERE WINTER CLIMATE ON THE PHYSICAL FORM OF THE COMMUNITY.
- .3 TO REVIEW THE FUTURE PHYSICAL FORM OF THE COMMUNITY FROM TIME TO TIME AS ITS FINANCIAL, PHYSICAL AND SOCIAL IMPLICATIONS ARE CLARIFIED BY FURTHER STUDY.

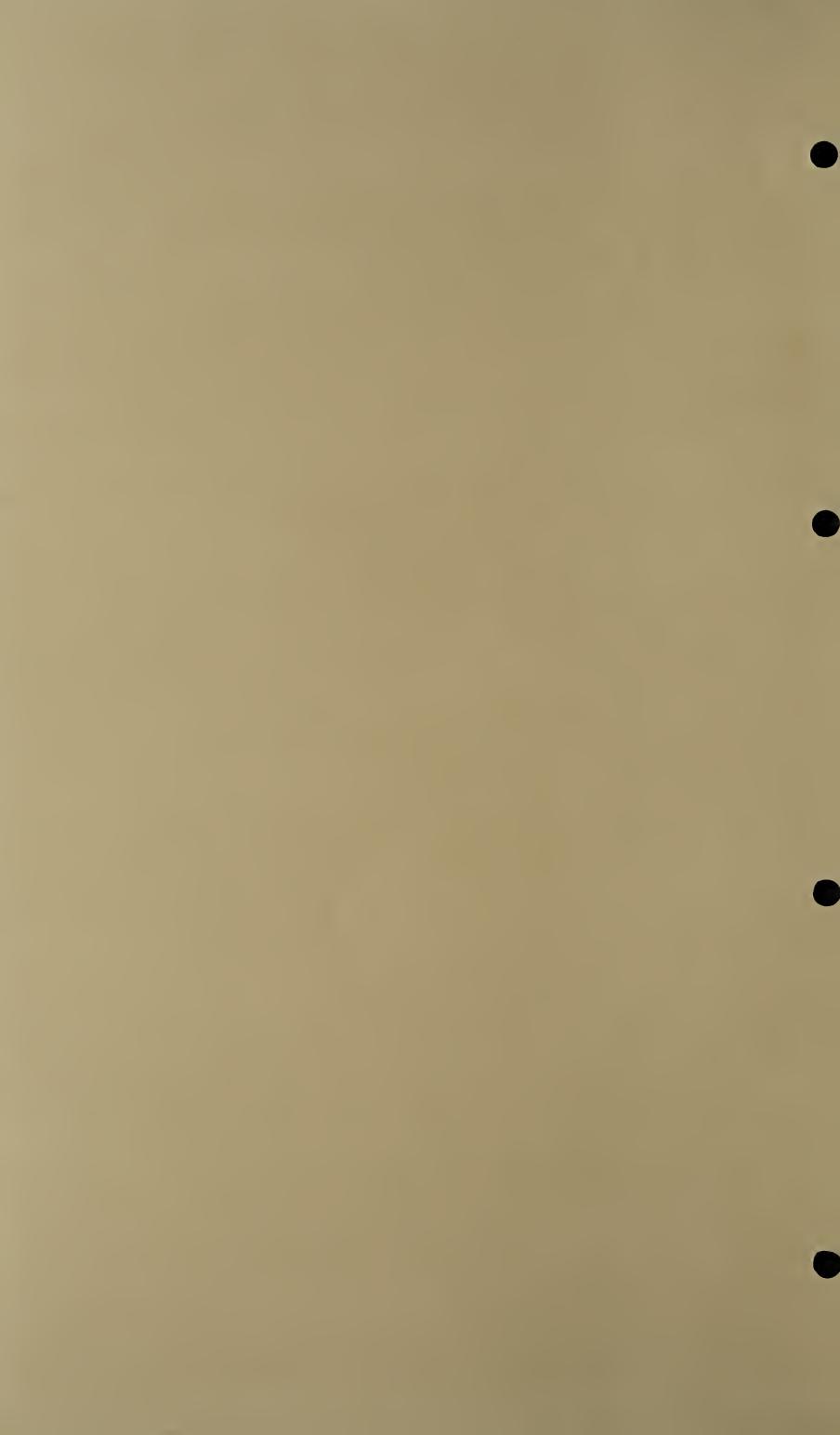




URBAN GROWTH

CONCEPTS, OBJECTIVES AND POLICIES RELATED TO THE COMPONENT PARTS OF THE URBAN STRUCTURE

- 1. General Comment
- 2. Living Areas
- 3. Working Areas
- 4. General Service Areas
- 5. Downtown
- 6. Areas of Special Metropolitan Programs
- 7. Areas of Joint Programs
- 8. Areas of Urban Expansion
- 9. Areas of No Urban Expansion
- 10. Transportation Systems
- 11. Water Supply System
- 12. Waste Disposal System
- 13. Land Drainage Systems



- C.1.1 Part C provides the explanatory and illustrative material for those objectives and policies which deal primarily with the physical growth of the community. The objectives and policies are restated in this part following the related descriptive material.
- C.1.2 This part emphasizes the main components of the urban land—use pattern that were described in principle in the Section of Part B dealing with the Physical Form of the Community. The components are classified in two main groups, the areas of land used for various urban activities and the systems that are needed to service and connect them. Before dealing with each of the components in turn, there are some general observations and explanations to be made.
- C.1.3 The objectives and policies that are related to this Part do not affect the physical pattern of urban growth alone, but have significant effect on the social and economic development of the metropolitan community. Any action that shapes the physical form is bound to affect the way in which the residents live and work. For this reason the explanatory material which illustrates the objectives is not limited to a description of physical conditions.
- C.1.4 Although it is usual to describe a plan in terms of what will be needed by a certain date, it is more important to emphasize that the Plan describes what will be needed when the community grows to a certain size. It is impossible to define with absolute certainty the rate of growth of the community, but it is possible to say that, at some future date, the community will be a certain size. While every effort has been made to forecast the rate of growth as realistically as possible, thereby setting a time by which the community will reach a certain size, the Plan is intended primarily to accommodate a certain expansion of population. It is for this reason that the phrase, "the time and growth period", is used in describing the scope of the Plan - to emphasize that both units of measurement are significant.
- C.1.5 The overriding principle in planning for the future has been that growth should occur where it can be most logically and economically located and serviced from a metropolitan point of view. In illustrating the areas that should accommodate the expansion of urban activities the Plan has acknowledged that decisions on location and timing are not controlled completely by the planning authority. The Plan, therefore, provides alternatives for the timing of urban growth, but the pattern of future growth illustrated by the land-use maps does not necessarily reflect the aspirations of the individual cities and municipalities that form the planning area. Although it is important not to over-emphasize the differences that result from decisions made on a metropolitan rather than on a municipal basis, the existence of some differences should be acknowledged.

C.1.6 The need for an area-wide authority to be responsible for certain functions of local government has been acknowledged prior to the formation of the Metropolitan Corporation by the establishment of a number of "special purpose" boards and commissions. As the post-war period progressed it was found that some of the needs of the expanding urban area could not be met by the individual units of local government acting on their own. The plans and programs of the former special purpose agencies have served as the point of departure for the Corporation's

own planning and for the programs already undertaken.

C.1.7 It should be clearly understood that, in areas where planning control has been established to safeguard the interests of the community at large, the right of the owner to have unrestricted use of his land is limited. This principle is acknowledged wherever planning control has been established. The right of the community to regulate the use of private land is the basis upon which every system of zoning or other land-use control is founded. The one important limitation on the exercise of the zoning power is that the owner cannot be deprived of all use of his land and, in the case of the areas of no urban expansion, for example, this limitation is clearly satisfied since the owner has the use of his land for all of the operations permitted in an area zoned for agricultural use. However, there is no "right" to use land for urban purposes in these areas when planning considerations, based on the interests of the whole community, indicate that urban development should not take place.

C.1.8

New equipment and new methods must be considered in a Plan of this kind. Far-reaching changes in technology have affected the growth of urban communities over the past twenty-five years and it is reasonable to assume that changes in technology having similar impact will occur in the next twenty-five years. The Plan makes some allowance for the effect of technological changes. For example, whatever the form of transportation that will be in use in the future, a right-of-way will be required. A further example lies in the fact that although new methods of domestic water purification and re-circulation are now in the experimental stage, these methods are unlikely to become so convenient and cheap that the community can regard its existing water distribution system as obsolete. For reasons of this kind and because increased size permits a community to consider methods that were previously beyond the scope of its resources, the Plan is based on an expansion of the type of service system currently in use but with provision for technical improvements in the system itself. The desirability of adopting a completely new system will not become apparent overnight but will evolve relatively slowly giving sufficient time for the Plan to be revised to take advantage of such a new system. The Plan attempts to strike a balance between immediate practicabilities and long-term possibilities -- to acknowledge both the value of existing systems, and the proven economies and increased convenience of new systems as they evolve.

- C.1.9 Every decision to carry out a stage in the expansion of a service inevitably fixes an area of future growth. Once a road or a sewer is constructed the community is committed to development of a particular area. This in turn influences all of the subsequent development decisions. A decision relative to the expansion of one component of the urban pattern should be made only after the effect of that decision on all of the other components has been evaluated.
- C.1.10 As the Plan is concerned with the securing of orderly growth it is part of a system for the regulation of the development and use of land. This system has three stages, first the Plan indicates what is intended in terms of the general location and character of future growth and gives some indication of the staging; second the preparation and approval of detailed area plans for locations where development is imminent establishes the specific pattern and character of these areas, ensures conformity with the objectives and policies of the Plan and controls the release of land for development; third the land-use control by-laws are the instrument for establishing detailed standards and for protecting areas against any reduction of standards once it has been developed.

C.1.11 OBJECTIVES - LAND-USE

- .1 TO DEFINE, IN GENERAL TERMS, THE FUTURE PHYSICAL FORM OF THE COMMUNITY BY DESIGNATING THE AREAS FOR VARIOUS URBAN ACTIVITIES,
- .2 TO ALLOW FOR THE EFFECTS OF SOCIAL AND ECONOMIC INFLUENCES ON THE PHYSICAL FORM OF THE COMMUNITY,
- .3 TO PROVIDE FLEXIBILITY SO THAT CHANGES IN TECHNOLOGY CAN BE ACCOMMODATED,
- .4 TO PROVIDE THE BASIS FOR A SYSTEM FOR THE REGULATION OF THE DEVELOPMENT AND USE OF LAND, TO BE ADMINISTERED AND ENFORCED BY THE ENACTMENT OF BY-LAWS PURSUANT TO S. 83 PART IV OF THE METROPOLITAN WINNIPEG ACT.

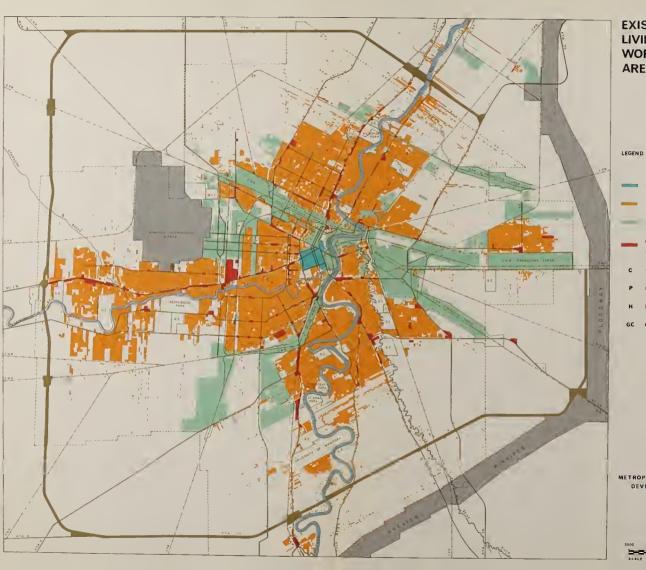
C.2

LIVING AREAS

- C.2.1 This Section describes the location, character and extent of the existing and the future Living Areas of the Metropolitan Community.
- C.2.2 Living Areas include residential buildings and the services for home-oriented activities, locations of local recreation, spiritual and educational institutions, local shopping, and in fact, all those activities associated with daily living other than Working Areas and the Downtown.
- C.2.3 The objectives and policies restated in this Section apply to present and future Living Areas generally. The Section dealing with Areas for Urban Expansion contains additional objectives and policies applicable to those Living Areas that, on the basis of current estimates of growth, will probably not be developed until at least during the latter half of the time and growth period of the Plan.
- C.2.4 The following objectives provide a specification of ideal living environment.

C.2.5 OBJECTIVES - LIVING AREAS

- DATION ADEQUATE TO MEET THE TOTAL NEEDS OF THE COMMUNITY. THIS INCLUDES PROPER ACCOMMODATION FOR ALL CITIZENS AND THE VARIETY OF HOUSING TYPES WHICH ARE NECESSARY TO SERVE THE VARIETY OF FAMILIES WHICH MAKE UP THE COMMUNITY.
- .2 TO ENSURE THAT SUCH ACCOMMODATION BE CON-VENIENT TO THE LOCATIONS WHICH PROVIDE FOR THE ROUTINE ACTIVITIES OF RESIDENTS; THAT IS THE EDUCATIONAL, RECREATIONAL, SPIRITUAL AND LOCAL COMMERCIAL FACILITIES. THESE FACILITIES MUST BE IN ADEQUATE SUPPLY AND ON SITES SUFFICIENT IN SIZE TO SERVE THE PURPOSE.
- .3 TO ENSURE THAT SUCH ACCOMMODATION BE CONVENIENT TO PLACES OF WORK AND MAJOR SOCIAL ACTIVITIES. IN THE MAJORITY OF CASES THIS WILL BE ACHIEVED BY THE TRANS-PORTATION SYSTEM RATHER THAN BY LOCATIONAL PROXIMITY.



EXISTING LIVING AND WORKING **AREAS**

PLATE 5

Existing Living Areas

Existing Working Areas

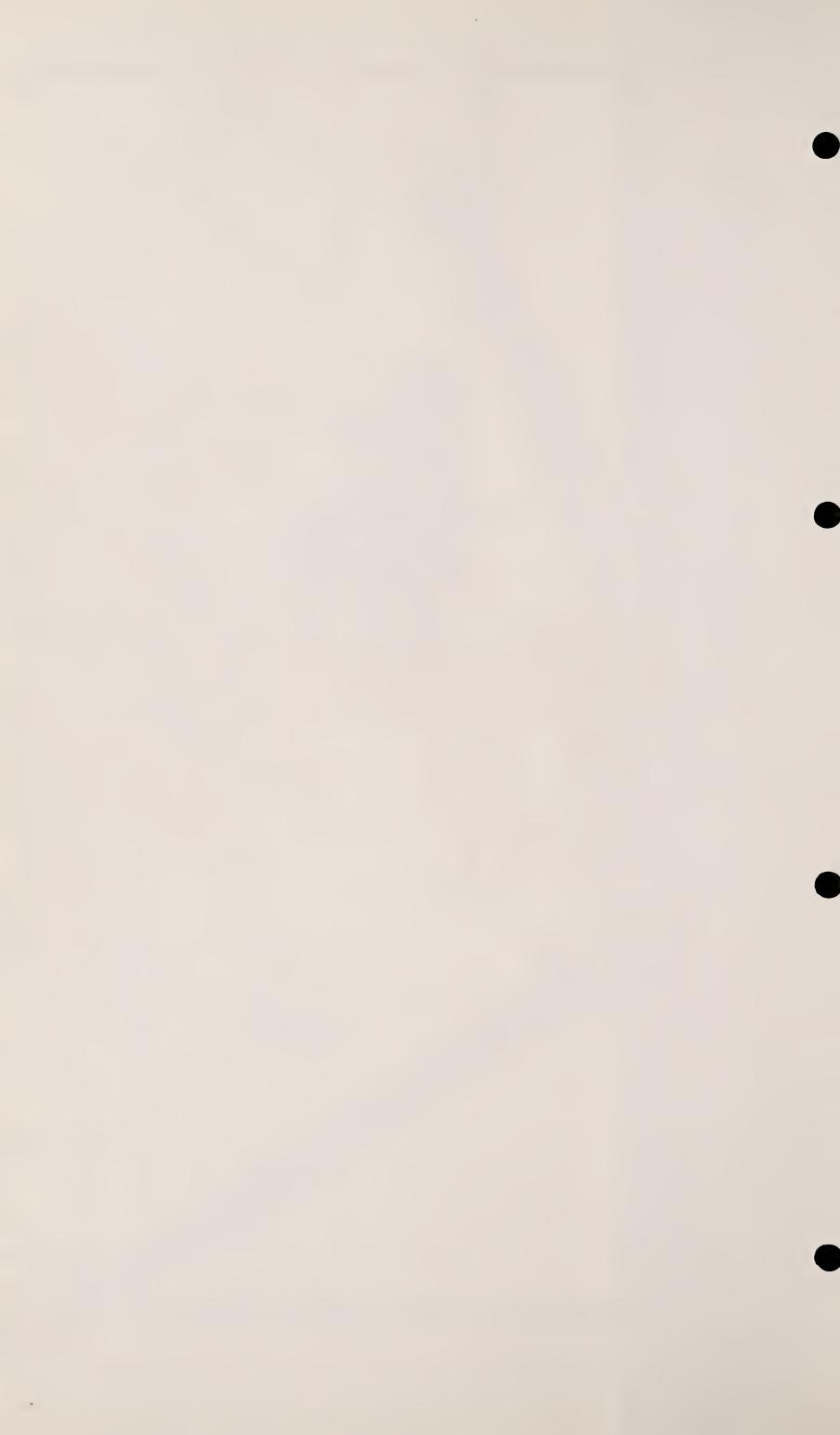
General Service Areas And "Shopping Centres"

Cemetery

GC Golf Course

METROPOLITAN WINNIPEG DEVELOPMENT PLAN





- TO PROVIDE LIVING AREAS WITH PRIVACY AND PROTECTION FROM THE INTRUSION OF UNDESI-RABLE INFLUENCES; FOR EXAMPLE, UNNECESSARY TRAFFIC RESULTING FROM A POORLY DESIGNED STREET SYSTEM, LACK OF PROPER SITE DEVELOP-MENT, OR LACK OF SEPARATION FROM ADJOINING ACTIVITIES WHICH MIGHT INTERFERE WITH THE PRIVACY AND COMFORT ESSENTIAL TO A SUCCESS-FUL LIVING AREA.
- .5 TO PROMOTE A HIGH STANDARD OF URBAN DESIGN THROUGHOUT THE LIVING AREAS.
- .6 TO INDICATE WHERE FUTURE DEVELOPMENT AND REDEVELOPMENT OF LIVING AREAS WILL TAKE PLACE.
- .7 TO ENSURE THAT PUBLIC OPEN SPACE FOR SCHOOLS AND PARKS IS PROVIDED ON ADEQUATE SITES AND IN PROPER LOCATIONS.

LIVING AREA GROUPS

- C.2.6 Living Areas are divided into four Groups. Each group contains a number of variations, but each has characteristics and advantages which are peculiar to it in terms of a place to live. It is considered desirable to meet the requirements of a growing community by expanding, improving and programming public and private development and redevelopment within the framework of these areas.
- C.2.7 Living Areas contain a variety of uses of land all related to daily activities but not including Working Areas or the Downtown. It is important, therefore, to point out that Living Area Group "A", for example, is not the same as the specification for an Rl District as these have been known in zoning by-laws. While the predominant use in Group "A" Areas has been and will no doubt continue to be single family homes, some multiple family accommodation and commercial facilities, for example, will also be found. The locations of the various land uses in each Living Area Group will be determined by detailed area plans and land-use control by-laws based upon sound planning. This will ensure that the character and amenity of good established residential areas will thereby be protected.
- C.2.8 Plate #6 illustrates the locations of Groups "A",

 "B", "C" and "D". It shows also the approximate extent
 of the expansion necessary to accommodate the expanding
 population within the time and growth period of the Plan.
 The outer limits of the areas for expansion will be subject to review from time to time resulting from revisions
 of estimates of growth, observations of trends in living
 accommodation, and the emerging patterns of urban form.

Group "A" Living Areas

- Group "A" Living Areas are those popularly described as "suburban" and provide a preponderance of accommodation for families with children who require public schooling and recreation facilities of a space consuming nature. The homes are for the most part owner-occupied, in good condition and frequently new. The older areas within this group have retained their stability and have a good standard of maintenance.
- C.2.10 Low density development characterized by the single family home predominates in Group "A" Areas; for example, Windsor Park, River Heights, Westwood, East Kildonan and Silver Heights. However, some of these and other Group "A" Areas also include housing of other types and should continue to do so. This is necessary in order to provide for a variety of family compositions, so that young and old couples and single persons can find accommodation in the communities of their choice. There is no reason why persons with family ties or long association with a particular area should be forced to leave it as their family composition and housing needs change.
- Generally, multiple family development in Group "A" should not exceed the sort of density one finds in row or town house development; for example, Village West in Assiniboia. However, islands of higher density may be desirable in certain special locations, near centres of service and activity and major streets because it is logical to provide multiple family development with this sort of proximity. Location and density of multiple family development in Group "A" will be determined in detailed area plans and land-use control by-laws, with particular care being taken to protect the amenity of both the multiple family buildings and the adjoining lower density areas.

Group "B" Living Areas

The Group "B" areas are older and closer to the central area than those in Group "A". They contain a preponderance of homes built originally for single family use and frequently on smaller lots than in Group "A". While many are still owner-occupied, conversions of these older homes to more intensive residential use are common. A majority of the areas in Group "B" are in fair condition. Some have been recommended for Rehabilitation or Conservation in the "Metropolitan Urban Renewal Study", Supplement 3 to this Plan.

- C.2.13Some public and private redevelopment is taking place in Group "B" Areas through the introduction of new multiple accommodation and by the development of institutional and commercial areas. The public redevelopment of the Lord Selkirk Park area, the hospital facilities both at the General Hospital and Misericordia Hospital sites, the spot apartment development in the older parts of the Fort Rouge area are all examples of the sort of redevelopment that has gone and is now going on in Group "B" areas. Private redevelopment has increased the variety of housing accommodation and service for persons who wish to live closer to the central area. While this private housing redevelopment has accomplished a replacement of deteriorated housing stock, much of it unfortunately has been haphazard, with the result that the public open space provision and local traffic circulation have not met the increased demand caused by the increase in population.
- C.2.14 It is considered that a good standard of main-tenance, the introduction of public open space where required, and some careful redevelopment and rehabilitation can restore the stability of those Group areas which are presently sub-standard.
- Use It is anticipated that densities in Group "B" will generally be higher than those in Group "A"; public and private redevelopment will create areas of more intensive use in this group. Areas within Group "B" which are in fairly close proximity to downtown or to other centres of service and activity and to major traffic routes are the most suitable locations for the highest density of living accordance odation in this group.

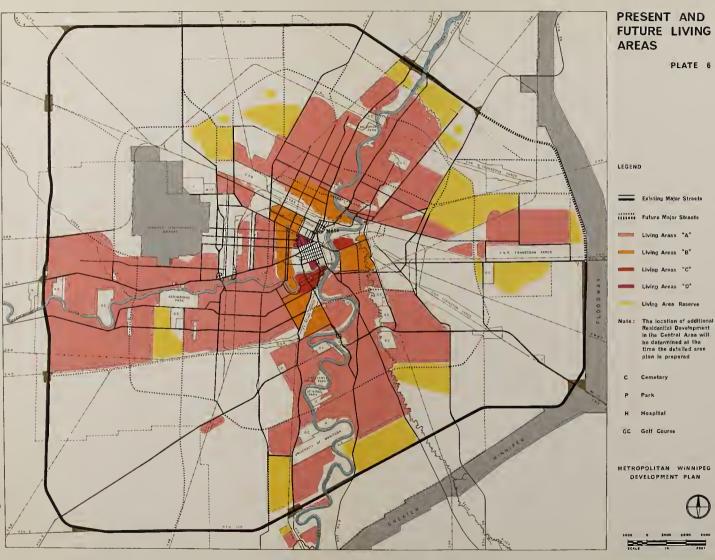
Group "C" Living Areas

Group "C" Living Areas are located on the fringe of downtown; for example, in the area adjacent to Roslyn Road and River Avenue, and are likely to contain very few single family dwellings. It is anticipated that they will be, as to some extent they are now, the choice of persons who wish to be close to the centres of downtown employment, central shopping and entertainment. It is anticipated also that Group "C" Areas will contain an increasingly large number of people who are likely to use public transportation.

Although the predominant multiple accommodation C.2.17is likely to be one bedroom and bachelor units with some two bedroom units, a limited amount of more spacious accommodation for families with children is likely to be needed. Public open space is lacking in Group "C" Areas at the present time. This existing lack has been intensified by spot private redevelopment without adequate provision for open space. Densities are likely to vary in relationship to the central area and generally will be higher than the overall densities of Group "B". As redevelopment to higher densities takes place provision must be made for additional open space as well as for those other uses and services which the increasing concentration of population will require.

Group "D" Living Areas

- C.2.18The Group "D" areas are those which form part of the central area. They are likely to be the choice of persons who wish to enjoy and be a part of central area living. Although single people and young and old couples are those to whom this proximity to intensive activity is important and attractive, some family accommodation is likely to be required. presence of these residents contributes to the vitality of Downtown. The buildings in which living accommodation for Group "D" Areas is provided could take a variety of forms. There could be buildings devoted exclusively to residential use, buildings where the use is primarily residential but with some convenience shopping and service facilities at the ground level, and others where a number of the lower floors are devoted to commercial use and the remainder to living accommodation. Most are likely to require recreation facilities within the buildings themselves.
- C.2.19 The area surrounding Central Park, or the area south of Broadway east of Kennedy, are typical of Group "D" areas. More centrally located dwelling units with some commercial uses on the lower levels may be located, for example, in the area north of Broadway. With the exception of Central Park itself, an absence of public open space is characteristic of these areas. This situation must be remedied as redevelopment to higher densities takes place.
- Bachelor and one bedroom units are likely to predominate in Group "D" areas. Densities in Group "D" areas will likely be higher on the overall than those in the other living areas. The highest densities in this group should be located on sites adjoining large park areas, subject to any limitations which might be necessary to protect the amenity of the park and the buildings themselves.

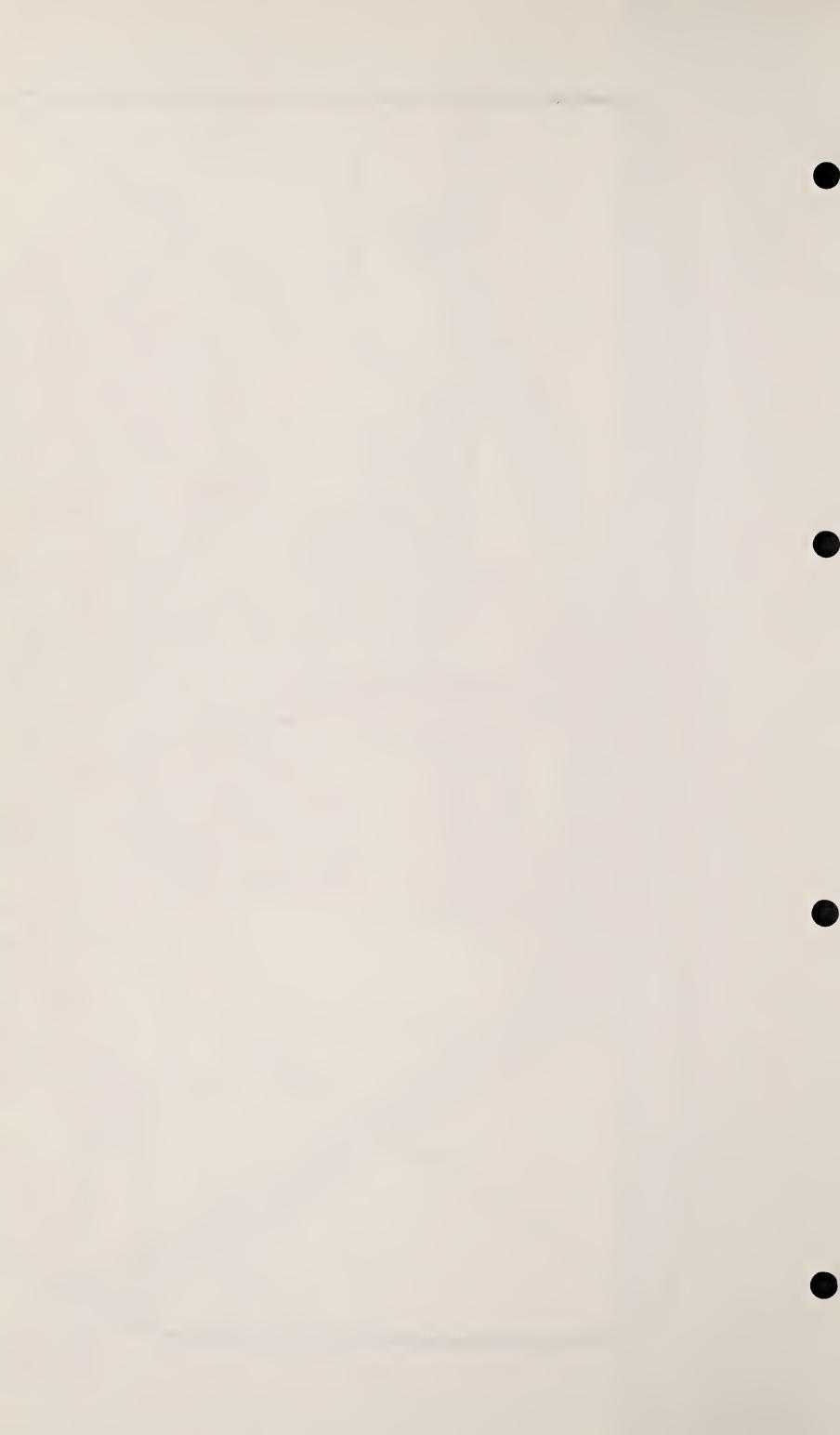


FUTURE LIVING

Residential Development in the Central Araa will be datarmined at the







C.2.21 GENERAL POLICIES - LIVING AREAS

- .1 TO DESIGNATE THE LOCATION OF THE DEVELOP-MENT AND REDEVELOPMENT OF PRESENT AND FUTURE LIVING AREAS.
- .2 TO IDENTIFY IN A SUBSEQUENT SUPPLEMENT THE TOTAL HOUSING NEEDS OF THE METRO-POLITAN COMMUNITY AND TO DEVELOP AS A FEATURE OF THE PLAN, A PROGRAM FOR THE PROVISION OF ADEQUATE HOUSING FOR ALL CITIZENS, INCLUDING A PROGRAM OF REHABILITATION AND CONSERVATION FOR THE EXISTING LIVING AREAS.
- .3 TO PRESCRIBE LOCATION AND DENSITIES FOR ALL TYPES OF RESIDENTIAL ACCOMMODATION (INCLUDING AREAS FOR MULTIPLE DWELLING UNIT BUILDINGS) IN THE DETAILED AREA PLANS AND THE LAND-USE CONTROL BY-LAWS AND BY THESE MEANS TO PROVIDE BETTER DISTRIBUTION OF MULTIPLE UNIT ACCOMMODATION THROUGHOUT THE COMMUNITY.
- .4 TO PROVIDE PUBLIC OPEN-SPACE AS A FEATURE OF THE PLAN.
- .5 TO MAINTAIN THE PLANNED BUILDING GROUP CONCEPT IN THE LAND-USE CONTROL BY-LAWS TO ENCOURAGE AN IMPROVED DWELLING EN-VIRONMENT THROUGH IMAGINATIVE DESIGN OF GROUP DEVELOPMENT.

SERVICE USES IN LIVING AREAS

C.2.22 The day to day needs of the residents require the provision of shopping, education, recreation and religious services within the Living Areas.

Local Parks and Schools

- C.2.23 The Corporation's basic responsibility with respect to local park and school sites is to make sure that the sites are of adequate size and in suitable locations. To carry out fully this responsibility it will be necessary to establish local systems which are related to, and a part of an overall metropolitan system of park and school sites. This will be done subsequent to the adoption of this Plan and incorporated in it as a Supplement.
- C.2.24 The Corporation undertakes studies of school enrollments and prepares forecasts of enrollments to
 serve as a basis for the allocation of school sites.
 The studies are also of assistance to school boards in
 carrying out their broader responsibilities in the field
 of education. This is one of the methods by which
 co-ordination of the activities of the Metropolitan
 Planning Authority and School Boards can be achieved.

- C.2.25 For some years this forecasting of school population has been done only at the request of individual school boards. The school boards in the Metropolitan area who are not presently using this service should be encouraged to do so in order to broaden the collective understanding of the conditions and circumstances governing school requirements in the entire Metropolitan area.
- C.2.26 The Corporation also attempts to ensure that adequate local park and school sites are provided through the administrative application of development standards when plans for subdivision are approved.
- C.2.27 However, there is a need for legally established minimum standard for the provision of park and school sites. There is a need also for a workable method of securing these sites in public ownership. The establishment and the administration of standards and the administration of the method for securing these sites should be a part of the overall planning responsibilities of the Corporation. To date the subdivision standards in use have not been formally adopted in a Subdivision Standards By-law; however, following the adoption of the Plan, a Subdivision Standards By-law will be enacted. At the time of the adoption of the Plan the majority of developers are required to dedicate an amount of land to the municipality for park and school purposes. The basis for dedication may vary but a figure equal to $7\frac{1}{2}\%$ of the land being subdivided is fairly common. Experience has indicated that the present method of dedicating and allocating public open space is not satisfactory. While the land has been dedicated for the purpose of both school and park uses, the schools frequently require most of the space, leaving very little except small pieces of land for park sites. Although the properly planned joint use of land for park and school sites is underway in some municipalities, it is by no means the general rule. The methods prevailing at the time of the adoption of the Plan also present a problem in small subdivisions where the appropriate location for a park or school would be on property assembled in another location outside the area being subdivided.
- C.2.28 Local school and park site requirements will be indicated in the detailed area plans that will be prepared to serve as a basis for the approval of individual plans of subdivision. Where land is in a multiplicity of ownerships, however, the implementation of an orderly detailed plan and the securing of adequate park and school sites presents greater difficulty than where the land is controlled in larger holdings.
- C.2.29 Existing park land will be protected also. As a general rule, park sites should not be disposed of for other purposes. If in the interest of the community, it appears desirable to do this, then the community must be compensated with at least equal quantity and quality of parkland developed to the same standard suitably located elsewhere.

- .1 TO ESTABLISH A PROGRAM FOR THE DEVELOPMENT OF A SYSTEM OF LOCAL PARK AND
 SCHOOL SITES AS PART OF A METROPOLITAN
 SYSTEM FOR PUBLIC OPEN-SPACE, BASED ON
 THE STUDY NOW UNDER WAY, AND TO INCORPORATE THIS METROPOLITAN SYSTEM IN THE PLAN
 AS A SUPPLEMENT.
- PLANNING FOR THE WHOLE OF THE METROPOLITAN AREA, TO BROADEN THE COLLECTIVE
 UNDERSTANDING OF THE CONDITIONS AND
 CIRCUMSTANCES GOVERNING SCHOOL REQUIREMENTS IN THE ENTIRE METROPOLITAN AREA
 AND TO ENSURE THAT THE LOCAL SCHOOL SYSTEM
 IS PART OF A COHERENT METROPOLITAN SYSTEM.
- .3 TO ESTABLISH BY BY-LAW ADEQUATE METRO-POLITAN STANDARDS FOR THE SUBDIVISION OF LAND INCLUDING STANDARDS FOR THE PROVISION OF PUBLIC OPEN SPACE.
- .4 TO DEVELOP AND ADMINISTER A METHOD OF SECURING PARK AND SCHOOL SITES AS A FEATURE OF THE PLAN, TO ASSUME RESPONSIBILITY FOR THE ALLOCATION OF LAND FOR PARKS AND SCHOOLS DEDICATED IN THE PROCESS OF SUBDIVISION AND FOR THE ACQUISITION OF OF ANY LAND REQUIRED FOR PARK AND SCHOOL SITES, USING FUNDS RECEIVED IN LIEU OF DEDICATED LAND WHERE THIS IS APPROPRIATE.
- 5 TO DESIGNATE ALL PUBLIC PARK SITES WITH A SPECIAL CLASSIFICATION LIMITING THE SITES TO THIS USE.
- .6 TO RE-DESIGNATE PUBLIC PARK PROPERTY TO ANOTHER USE ONLY IF THE COMMUNITY IS COMPENSATED WITH AN EQUAL QUANTITY AND QUALITY OF PARKLAND DEVELOPED TO AT LEAST THE SAME STANDARD ELSEWHERE IN AN ACCEPTABLE LOCATION.
- .7 TO REQUIRE THAT ALL FUTURE ADDITIONS TO THE PUBLIC PARKS SYSTEM BE DEDICATED IN THE NAME OF HER MAJESTY THE QUEEN.

Retail and Other Commercial Services

C.2.31 Local or community services of this kind must be provided in locations and on sites of sufficient size to ensure that they are convenient for the residents they serve and do not conflict with adjoining residential buildings. The traditional strip commercial development is not satisfactory and a grouping of these services is essential so that common parking and loading areas can be provided and can be properly screened with fences and landscaping. The provision of these services in recently developed areas indicates that the grouping of them in a local or community shopping centre results in improved and unified design and usually a higher standard of maintenance.

C.2.32 POLICY - RETAIL AND OTHER COMMERCIAL SERVICES

TO PROMOTE THE GROUPING OF LOCAL RETAIL AND COMMERCIAL SERVICES IN LIVING AREAS FOR THE PURPOSE OF INCREASING THEIR CON-VENIENCE TO RESIDENTS AND TO REQUIRE THAT THEIR SITE DEVELOPMENT BE OF A STANDARD WHICH WILL MAKE THEM COMPATIBLE WITH NEIGHBORING RESIDENTIAL LAND USES.

The Town Centre

C.2.33 OBJECTIVE - THE TOWN CENTRE

TO PROMOTE THE ACCEPTANCE AND IMPLEMENTATION OF THE TOWN CENTRE CONCEPT SO AS TO PROVIDE FOCUS AND IDENTITY TO NEW LIVING AREAS.

- C.2.34 A feature of this Plan is the concept of Town
 Centres. This concept was developed by Humphrey
 Carver and consists of the arrangement of suburban
 growth so that new communities can grow up around their
 own local centres. It is an attempt to take all of the
 service buildings which are usually scattered through
 residential communities and group them to provide local
 centres, or focii, for residential communities.
- C.2.35 The Town Centre is much more than a "shopping centre"; it is intended to provide for all the day to day recreational, educational, commercial and spiritual needs of the suburban residents at the community level. It is visualized as a vigorous place with design unity, full of people, allowing a completely new experience in suburban living by the combination of facilities, many of which may now exist in older communities but which have never before been provided grouped together in one location.
- C.2.36 The size of the Town Centre depends on the facilities to be included within it and the area it is intended to serve. The nature of the Town Centre varies also according to its location. Town Centres may vary from one another in many respects, not the least of which is the excellence of the project as an example of civic design. They offer an opportunity for fine groupings of buildings which has rarely existed previously in suburban locations.
- C.2.37 Suitable uses for inclusion in Town Centres range through all of the community services; shopping facilities and professional offices, public and private recreation facilities, schools, municipal offices, a library and churches. One important facility which has been so completely neglected in suburban residential areas is a relatively large "passive" park area.

- C.2.38 This concept provides a new basis for the design of living areas. It can provide them with a readily identified centre around which the residential accommodation can be built. The highest density areas containing mostly couples, single people and older people would be closest to the centre and the lower density areas containing families with children would be further away.
- C.2.39

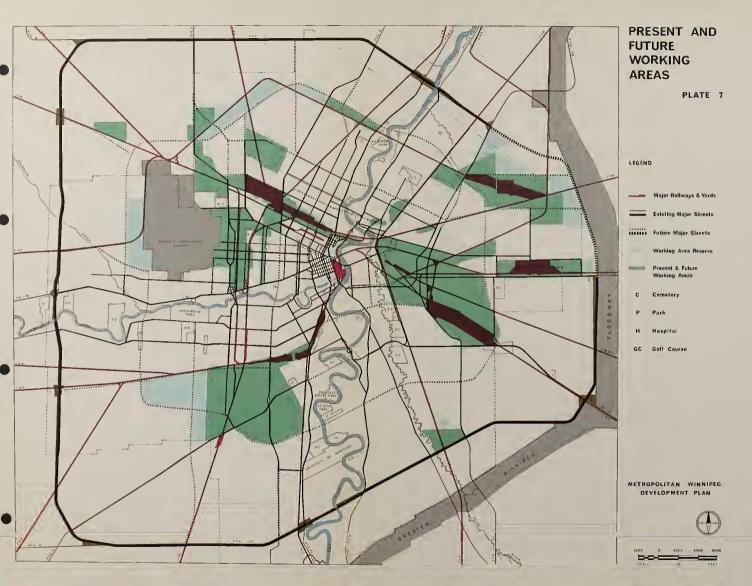
 A Town Centre will take a period of years to grow to completion and means must be found for reserving land to allow for Town Centre growth. In the case of a large new residential area to be built by one developer, he may be persuaded to reserve the land and to carry the resulting costs for a period of years. In most cases, however, the active participation of local authorities will be necessary in one or more of the following ways:
 - 1. Reservation of municipally-owned land.
 - 2. Acquisition and reservation of land by the Metropolitan Corporation to achieve this objective of the Plan.
 - 3. Reservation of land by a developer with a pre-arranged local tax agreement.
- C.2.40 The realization of the Town Centre concept will require the active co-operation and the concerted effort of municipal authorities, the Corporation in its role as the planning authority, and also the private developers. The result could be a new face, a new stability and a new identity for our suburbs.
- C.2.41 POLICY THE TOWN CENTRE

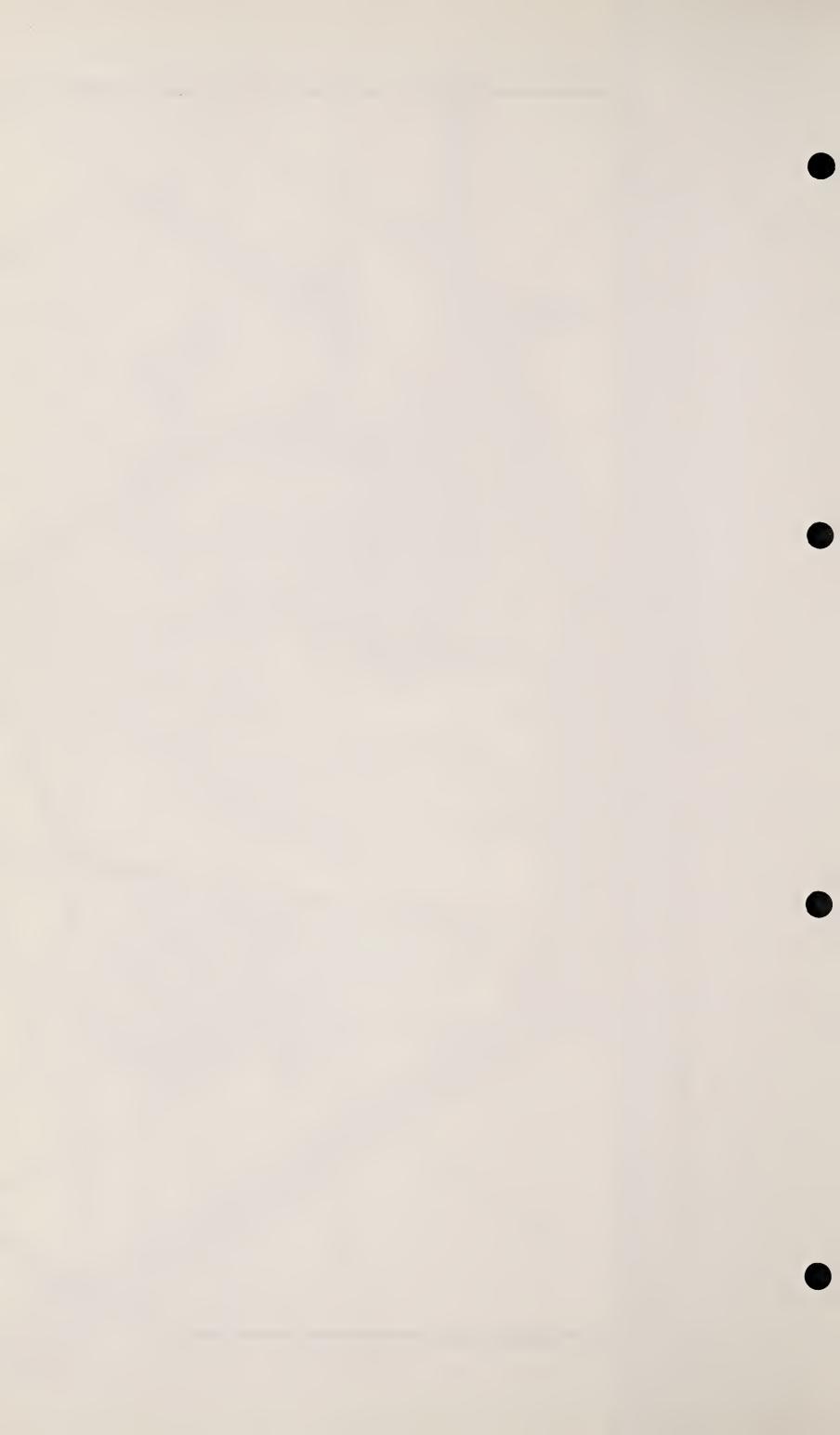
TO ESTABLISH AS A FEATURE OF THE PLAN THE DEVELOPMENT OF TOWN CENTRES.

C.3.1 OBJECTIVE - WORKING AREAS

TO INDICATE WHERE THE DEVELOPMENT AND REDEVELOPMENT OF WORKING AREAS SHOULD TAKE PLACE IN RELATION TO LIVING AREAS AND TO ENSURE THAT THESE AREAS ARE ADEQUATELY SERVICED.

- C.3.2 The working areas of Metropolitan Winnipeg comprise primarily the "industrial" areas which provide for such activities as manufacturing, warehousing and distribution. While Downtown can also be considered as a Working Area, its nature is complicated by the existence of a multiplicity of functions; for this reason, it is dealt with as a special entity elsewhere in the Plan. Employment is also provided in the General Service Areas but these differ in terms of function and environmental effect and are also dealt with as a separate group.
- C.3.3 Industrial management has a variety of criteria by which they judge the adequacy of a potential location. Depending upon individual needs, the location of an industry in a particular city or at a specific location within a Metropolitan area may be determined by any one or a combination of the following factors:
 - (a) raw materials
 - (b) consumer markets
 - (c) skilled labor
 - (d) transportation and communications
 - (e) proximity to associated industries and suppliers
 - (f) industrial research centres or universities
 - (g) municipal services
 - (h) land for future expansion
 - (i) reasonably priced land
 - (j) effectiveness of planning and zoning
 - (k) relationship of taxation to quality of community services
 - (1) efficiency and attitude of government
 - (m) general business climate in the community
- C.3.4 Different industries, of course, have varying requirements. To ensure that the Metropolitan area will be attractive to new industry, it is important that there be a wide range of choice in permitted locations. It is also important that the total amount of land set aside for industrial purposes is realistic in terms of expected future industrial growth.





- C.3.5 Existing industrially zoned land can be classified as follows:
 - 1. Unimproved Land: land in a natural state and probably without potential as industrial land.
 - 2. Unimproved Industrial Land: currently found in farm or other open land use but zoned for industry. Attempts to market such land as industrial property usually result in attracting undesirable "nuisance" industry that will inhibit future development.
 - 3. Unorganized Industrial Lands: comprise the bulk of land usually used by industry. Streets and utilities serve the area as a result of general community growth and were not designed expressly for an industrial tract.
 - 4. Planned Industrial Land: This is the industrial counterpart of the residential subdivision and is acknowledged today as the best solution for most industries in search of an ideal industrial environment. This type of land is often referred to as an "industrial park". The increasing acceptance of the industrial park concept represents a major advance towards sound planning for industry and will be encouraged. Its location will be related to the required transportation facilities and municipal services. The individual sites are designed to offer a variety of choice and provide adequate room for plant expansion. Through the grouping of a number of firms in one location, the servicing costs are significantly reduced. There are several ideal locations for industrial parks in the Metropolitan Winnipeg area. New industry should be encouraged to locate in either existing or proposed industrial parks.
- Within the Metropolitan area there is a considerable amount of poorly located unserviced land that has been set aside for industry in the first, second and third categories of industrial land mentioned above. Some of this land has very little potential for industrial development. As it would be financially impossible to consider the extension of adequate services to all of these areas, it is considered advisable to discontinue the designation of some of these areas for immediate industrial use; some are suitable for "industrial reserve" areas.

C.3.7 POLICIES - WORKING AREAS

- .1 TO DESIGNATE THE LOCATION OF PRESENT AND FUTURE WORKING AREAS.
- .2 TO ENCOURAGE THE DEVELOPMENT OF THE INDUSTRIAL PARK CONCEPT.

.3 TO ESTABLISH AS A BASIS FOR LAND-USE CONTROL, THE WORKING AREAS FOR IMMEDIATE DEVELOPMENT AND TO CLASSIFY INDUSTRIES IN LAND-USE CONTROL BY-LAWS USING PERFORM-ANCE STANDARDS RELATED TO THE ENVIRONMENTAL AND TECHNICAL CHARACTERISTICS OF THE INDUSTRIAL OPERATION.

INDUSTRIAL REDEVELOPMENT

- C.3.8 A significant number of the industrial structures in the central part of the Metropolitan area have become obsolete with respect to their original function. This has resulted both from obsolescence through age and deterioration as well as changes in production technology from multi-storey to single and two-storey structures. Today the individually powered machine, and new modes of horizontal transport, conveyors, fork lifts and overhead rails, have made large area one and two-storey plants much more economical than earlier multi-storey structures.
- C.3.9 Changes in transportation have also contributed to the obsolescence of the central area as the prime location for certain industrial activities. The emphasis in transportation is now on the ease of route rather than the distance to be covered. This has resulted in a weakening of the traditional ties and has increased the flexibility of plant location with the strongest impact on those areas which owed their industrial prominence to past transportation advantages, particularly railway centres.
- C.3.10 It should not be overlooked that even though these areas appear obsolete for large industry, they are still providing a useful function for specialized industries. Here, small new industries that cannot afford large outlays for new plants are able to find reasonably priced floor space. There are also some industrial operations such as the needle trades which require a central location to facilitate their employee's trip to work by public transit.
- C.3.11 The Corporation has initiated a continuing intensive analysis of these areas to provide a comprehensive understanding of all existing activities in these areas to serve as a basis for detailed plans and to assist the public and private agencies that will be undertaking renewal projects.

INDUSTRIAL TAXATION

- C.3.12 In addition to the normal realty tax paid on all real property, industry pays a surtax in the form of a business tax or, in a few cases, a personal property tax. This higher level of taxation relative to residential property which is possible largely because industry can shift taxes to the consumer, encourages a municipality to attract industrial development; the attractiveness of industrial development being enhanced because it does not create school costs.
- 0.3.13The Metropolitan area constitutes an economic unit and as labor is highly mobile within the Metropolitan area, additional employment opportunities within any member municipality is of benefit to the entire Metropolitan area. However, where both real property tax and business tax are the exclusive fields of municipal government, only the host municipality obtains a tax benefit from industrial development. These tax benefits have resulted in inter-municipal competition for industrial development. In some cases it has been possible to offer some form of tax concession as an attraction to industry. If it can be assumed that tax concessions do not attract firms to the Greater Winnipeg area but only determine the firm's location within the area once it has been decided to locate here, then any form of tax concession to industry by a municipal government must be considered as a loss of revenue to the Metropolitan area as a whole.
- C.3.14 The location of worthwhile industrial development depends on satisfying the site requirements of industry described earlier in this Section. The zoning of land without regard for industrial site requirements and on the premise that zoning alone will attract industrial development is a delusion and will result in the sterilization of land that should properly be used for other purposes. It can also create scattered demands for urban services, a negation of the objective of a logical and economical expansion of servicing systems.
- C.3.15

 It is considered that the present system of local tax advantages from industrial development inhibits the use of a metropolitan basis for the planning and development of industrial areas and also results in a fragmentation of promotional activities that should be co-ordinated and directed towards a program that would benefit the whole metropolitan community.

C.3.16 A co-ordinated program of land use from a purely planning point of view creates the problem of one area municipality being low in industrial assessment in relation to another area municipality. As the Provincial Government fixes the sources of both metropolitan and municipal revenues, it is beyond the powers of either of these governments to solve this taxation problem, and there seems to be a clear responsibility on the Provincial Government to correct any inequity among area municipalities which may arise from good planning practices for land use. Changes have been made in the method of financing school costs which have resulted in a far greater portion of total school costs being paid from provincial rather than municipal revenues. This has improved the situation described in the foregoing paragraphs but has not solved the basic problem which arises from inter-municipal competition for industrial development and tax revenue.

INDUSTRIAL PROMOTION

- C.3.17 The expansion of the local economy must be actively promoted. Every large urban community and all of the provinces in Canada are currently engaged in extensive industrial promotion campaigns to attract new industrial development. The amount of new industrial development available is quite limited relative to the demands for it. If this urban area is to ensure that it will continue to attract new industry, it is important that it has an effective and continuing industrial promotion campaign carried out on a unified Metropolitan basis.
- C.3.18 The importance of an adequately staffed and financed organization for industrial promotion is underlined by a comparison with the scale of efforts made by the other major urban centres in the prairie region with which Metropolitan Winnipeg is in direct competition. The past success achieved by the Greater Winnipeg Industrial Development Commission, using comparatively limited resources, indicates that with unification of effort and additional responsibilities and resources, considerable further success can be anticipated. It is also considered that working arrangements with the Provincial Department of Industry and Commerce could be simplified and improved by a centralization of local effort.

C.3.19 POLICY - INDUSTRIAL PROMOTION

TO ESTABLISH A UNIFIED METROPOLITAN INDUSTRIAL DEVELOPMENT AGENCY WITH ADEQUATE RESPONSIBILITIES AND RESOURCES.

- C.3.20 Two fields where concerted industrial promotion would yield great benefits are basic manufacturing and scientific and technological research. The local economy is lacking such basic industrial components as a primary iron and steel mill and textile and knitting mills. The addition of such facilities to the local industrial structure would provide a spur to production of those existing local firms which use the outputs of these basic industries and would also stimulate the growth of new related firms.
- C.3.21 A second field where great benefits could be expected from industrial promotion is in the attraction of scientific and technological research organizations and of industry based on the development of the results of such research. It is of interest to note that several basic components of a scientific and technological research centre are presently in place. These are a nearby pool of knowledge at the Atomic Energy of Canada Pinawa Nuclear Reactor site, a fine university and college system which also possesses one of the largest computer systems available today, medical research facilities in the General Hospital area, and newly expanded technical training facilities at the Manitoba Institute of Technology.

C.3.22 POLICIES - INDUSTRIAL PROMOTION

- .1 TO ESTABLISH AN INDUSTRIAL DEVELOP-MENT AGENCY SIMILAR IN CHARACTER TO THE INDUSTRIAL DEVELOPMENT BOARD OF GREATER WINNIPEG WITH ADEQUATE RESOURCES INCLUDING THE POWER TO ACQUIRE AND SELL OR LEASE LAND FOR INDUSTRIAL USE.
- .2 TO PROMOTE THE METROPOLITAN AREA AS
 A LOCATION FOR BASIC INDUSTRY AND
 SCIENTIFIC AND TECHNOLOGICAL RESEARCH
 ORGANIZATIONS.

C.4.1 OBJECTIVE - GENERAL SERVICE AREAS

TO MINIMIZE THE INADEQUACIES IN SITE-SIZE AND APPEARANCE IN THE OLDER GENERAL SER-VICE AREAS, AND TO PROMOTE A HIGHER STANDARD OF TOTAL DESIGN IN THE NEW AREAS.

- This classification applies to the areas used for a wide range of commercial and personal services.

 Although they may include a number of the retail commercial activities that serve adjoining residential areas, they differ from the local shopping areas described in the Section dealing with Living Areas in that they also include, as a major component, services specifically oriented to the automobile driver.

 Another characteristic is that they do not form part of an organized local or community shopping centre designed as a unit and built on a site intended for that purpose. In the majority of cases they have developed in strips on sites with inadequate depth along either side of heavily travelled traffic routes.
- Some of the more recently developed General Service areas for motels, drive—in restaurants and vehicle sales and service, for example, have been built on sites of adequate size but they are characterized by the aggressive and frequently vulgar individualism of their design, particularly in the use of signs and color to attract attention, and by a disregard of the relationship of the building to its neighbors.
- C.4.4 The older general service areas vary in size from a comparatively few activities grouped around intersections to commercial strips extending for a mile or more along major thorofares and mixed with residential buildings which have usually survived from earlier days or which have been permitted as a result of the lack of a clear-cut development policy incorporated in a zoning by-law. Inadequate site-depth has resulted in the lack of customer parking and this has created parking problems both on the fronting thorofare and on the residential side streets. On-street parking conflicts with the prime function of the thorofare as a traffic carrier. On the side streets, parking conflicts with the prime function of the street, access to the residential properties, and is frequently detrimental to the amenity of the residential street.

C.4.5

The newer General Service areas have been criticized because they occupy large sites but the ratio of building-to-site is low. Their quality of construction has also been criticized. Although these criticisms may have had some basis in the past they are not considered to be valid today. The ratio of building-to-site is influenced by the need for onsite parking and is at least comparable with the building-to-site ratio of a shopping centre. A uniform Metropolitan Building By-law has ensured an acceptable standard for the quality of construction. The principal criticism of the newer areas is based on their appearance. This is particularly significant because they are found most frequently at the entrances to the community. The question of appearance is discussed in detail in a subsequent Part dealing with Urban Design and will not be repeated here. The design criticisms apply equally to the majority of the older General Service areas.

C.4.6

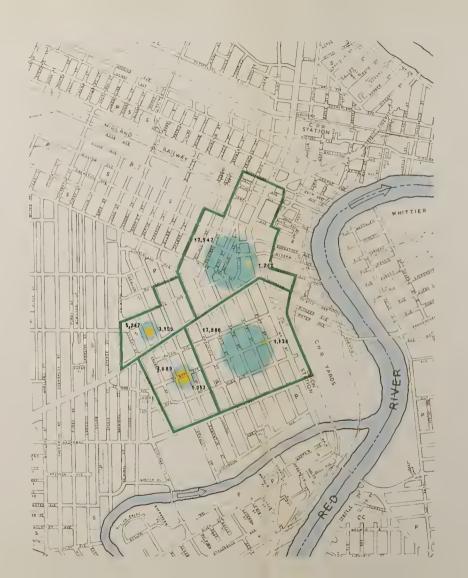
POLICIES - GENERAL SERVICE AREAS

- .1 TO PROHIBIT THE EXTENSION OF OLDER STRIP AREAS OR THE ESTABLISHMENT OF NEW STRIP AREAS AND TO ENCOURAGE THE ELIMINATION OF INCOMPATIBLE USES WITHIN EXISTING STRIP AREAS.
- .2 TO PROVIDE FOR THE INCREASE IN SITE DEPTH FOR PARKING PURPOSES IN EXISTING AREAS SUBJECT TO SUITABLE BUFFERS AND TO SUCH OTHER CONDITIONS AS MAY BE NECESSARY TO PROTECT THE AMENITY OF THE ADJOINING AREA.
- .3 TO PROMOTE A HIGHER STANDARD OF URBAN DESIGN IN EXISTING AND FUTURE GENERAL SERVICE AREAS.

C.5 DOWNTOWN

C.5.1 OBJECTIVES - DOWNTOWN

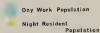
- .1 TO STRENGTHEN AND IMPROVE DOWNTOWN SO THAT IT WILL BE A VITAL, EFFICIENT AND ATTRACTIVE CENTRE FOR THE METROPOLITAN COMMUNITY.
- .2 TO ACKNOWLEDGE THE PRIORITY OF PEDESTRIAN MOVEMENT IN THOSE PARTS OF DOWNTOWN WHERE PEOPLE SHOULD BE ENCOURAGED TO CONCENTRATE.
- .3 TO PROVIDE AN EFFICIENT TRANSPORTATION SYSTEM WITH CONVENIENT CONNECTIONS TO AREAS OF PEDESTRIAN CONCENTRATION.
- C.5.2 The popular term "downtown" is used to describe the central part of the Metropolitan area rather than the more limited technical term "Central Business District" because the central area should provide for more than "central business" activities. It is the area of most concentrated movement and activity and is the one part of the Metropolitan area that is shared by all of the residents.
- In discussing the subject of urban form in the preceding Part A, the objective was established to develop a compact urban area with a well defined centre namely Downtown. Downtown is an important and unique part of the urban pattern with its own characteristics and is treated here as a separate component of the Plan.
- C.5.4 Downtown is important for several reasons. It is the location of the many activities that serve the whole of the Metropolitan area and the surrounding region. It creates the image of Metropolitan Winnipeg that is held in common by all residents. It is the place where the community's national and international reputation is made. It is seen by all of our visitors and their reaction to its interest, vitality and efficiency will influence their decision to return as tourists or as investors.
- C.5.5 As the community grows, convenience of movement creates the need for sub-centres but these are a reflection of increased size and do not supplant the need for a central "place" an area that represents the universally accepted identity of the community. The condition of many North American cities illustrates the disintegration of coherent form that results when Downtown ceases to function as the centre of activity and its inevitable decay is accepted by an apathetic community.



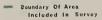
CENTRAL AREA POPULATION

PLATE 8

LEGEND

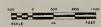


| 1/10 inch Radius Represents 3 000 People)

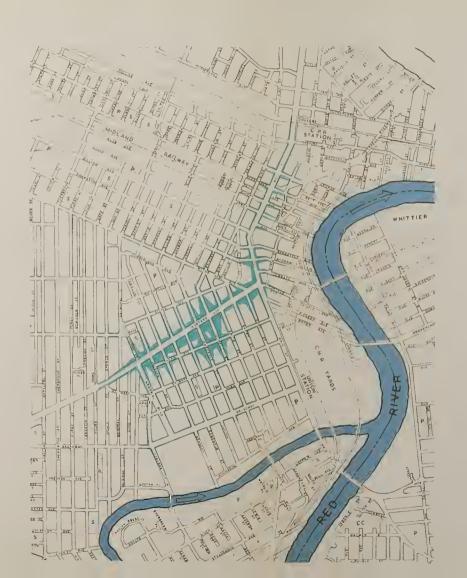


METROPOLITAN WINNIPEG DEVELOPMENT PLAN



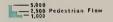






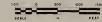
CENTRAL AREA PEDESTRIAN

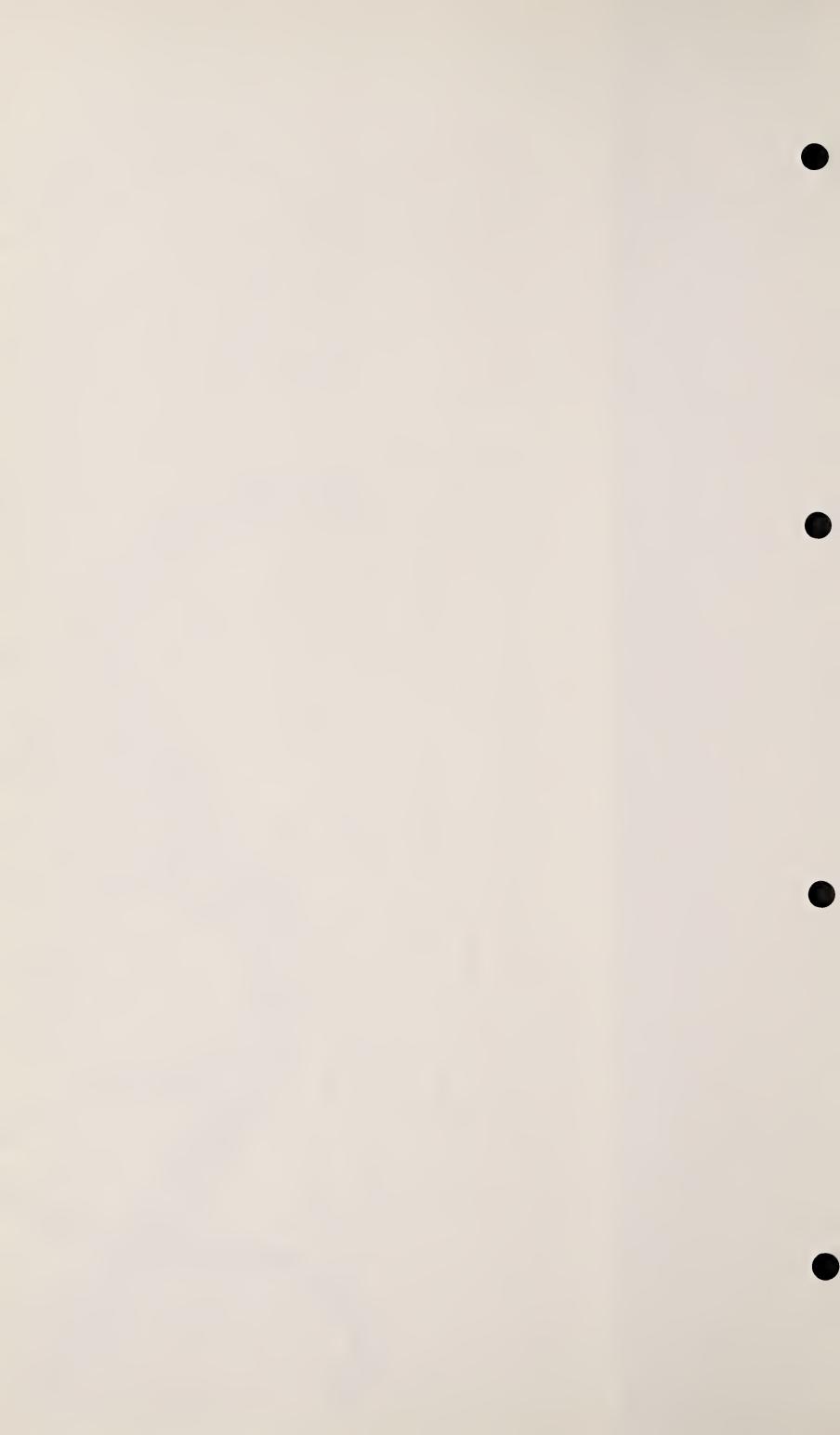
LEGENO



METROPOLITAN WINNIPEG OEVELOPMENT PLAN







- C.5.6

 If Downtown is to continue to serve as the focus of the community it must also be the hub of the transportation systems. These systems must be developed to make it easy for people to reach Downtown from all parts of the Metropolitan area and the surrounding region.
- C.5.7 The two functional aspects of Downtown -intensity of use and transportation -- cannot be
 dealt with separately; they are intimately interconnected and the objectives and policies set out in
 this Section are intended to create a balance between
 these two competitors for Downtown space. They are not
 irreconcilable. There is space in Downtown for a
 workable transportation system and for the other
 activities that need or want a Downtown location.
- C.5.8 There are five components in the pattern of Downtown land-use:
 - 1. Land used for <u>central business</u> uses, those activities that must have a central location to survive,
 - 2. Land used for social, commercial and personal service activities that provide a metropolitan-wide service or that can benefit from the concentration of people in Downtown,
 - 3. Land used for <u>residential purposes</u> to provide for residents who wish to live Downtown. This includes hotels and apartments that may be developed in association with commercial activities,
 - 4. Land used for transportation the movement of people and goods, and in broad terms this includes public and private systems, streets, parking space, space to service business and space for pedestrians,
 - 5. Land used to make the Downtown a more attractive and pleasant place.
- C.5.9 These classifications are not mutually exclusive -- land can and should be used to satisfy combinations of these components. For example, land may be used as the site for a building that houses a number of activities in the first, second or third classifications above; or part of the land owned by the public transportation authority may be used to provide a small park. A number of cities have used land for underground parking with a land-scaped plaza at ground level.

- C.5.10In the past zoning regulations have been based on the concept of classification and separation of uses of land. This concept is valid in some circumstances; but it is not valid in Downtown where development control regulations should permit combinations of all of the five classifications given above, to provide the concentration of activity essential for a healthy urban centre. It is the concentration of people, not of buildings that makes a vital urban centre and people will be encouraged to congregate where it is convenient and pleasant for them to do so. Plate #8 illustrates the concentration of people in the central Area, and also shows the substantial difference in day-time and night-time population. The areas where pedestrian movement is focused are also illustrated.
- C.5.11 The effect and influence of our weather on movement within Downtown must also be considered. Both residents and visitors suffer because we have not yet faced the fact that we live through weather conditions that may be equalled in severity, but probably are not exceeded in any community of comparable size in the world except in Siberia. So far, the approach has been to apply a large part of our financial and human resources to dealing with the problems of severe winter conditions when they arise rather than diverting at least part of these resources to the permanent provision of comfort and convenience under winter conditions.
- C.5.12 Improvement in pedestrian environment will, in the long run, improve and stabilize property values, thus providing an incentive to owners. In addition to the obvious environmental advantages, the community will gain an improved basis for assessment.
- Montreal or Penn Centre in Philadelphia know that a protected pedestrian precinct is technically possible. A number of designs for parts of Downtown have been sketched by the Corporation's staff and others including the students of the Faculty of Architecture of the University of Manitoba. But the real problem is not in the creation of a design concept for Downtown but rather the devising of a method of translating design into reality a method that will achieve the necessary marriage of public and private interests on a continuing basis.
- C.5.14 The successes of other urban centres give an indication of methods. In most cases special non-profit public corporations have been created to ensure the combination of the two essential components, a vigorous and imaginative political leadership which is prepared to accept responsibility for the public component of the program, and the ideas and capital from private enterprise.

- ant natural advantage that should be developed. The distance between the two downtown department stores creates the opportunity to develop a pedestrian-oriented shopping area between them. The two essential components of a "regional shopping centre" are already in place, and, in addition, many of the stores between them on Portage Avenue and Graham Avenue are "speciality" or "impulse shopping" stores of the kind needed to complete the shopping centre. What is lacking is the necessary weather protection and priority for pedestrians, and protected access to the public transportation system.
- C.5.16

 A similar opportunity exists at Portage and Main, a protected pedestrian precinct could be created to link together the group of financial buildings concentrated in this area. In this case vertical separation of pedestrians and vehicles would have the added advantage of freeing the intersection of the complications caused by attempting to provide for vehicle and pedestrian movements at the same level.
- C.5.17 A subsequent Part dealing with Urban Design illustrates other ways in which Downtown can be reshaped to encourage the concentration of activity and pedestrian movement essential for an attractive and efficient central area. Most of these examples will necessitate the acceptance of a new concept of public streets where relative priority of pedestrian and vehicle movement is established and where either public or private structures under or over streets can be constructed.
- C.5.18 The purpose of this Section of the Plan is to offer a concept of what Downtown could become, based on what is there now, the opportunities that are apparent, and the possibilities indicated by other urban centres and by ideas developed in this community. Once the concept has been adopted a detailed plan for Downtown can be prepared. A technical study of Downtown has been prepared to serve as an inventory of existing conditions, and this section of the Plan has described some of the opportunities that can be seen.
- C.5.19 The concept consists of the clarification and intensification of existing centres of activity by the creation of precincts, many of which would provide a protected pedestrian environment. New precincts would also be created as a result of private or public enterprise and these would be related with a view to making it comfortable and convenient to move from one precinct to another. Movement would be on foot or by a special form of public transit circulating above, below, or on the ground.

- Would ever become one large protected precinct, nor is this necessarily desirable. The spaces between the precincts would provide for central area parks, for vehicle movement and storage and for some streets, such as Broadway whose precise function would be to serve as visual axes connecting significant points of urban focus. The whole area would be framed by a high-speed transportation system that would distribute public and private vehicles around the central area and provide controlled points of connection within the internal circulation system.
- C.5.21 The following policies provide for the immediate and long-term development of the concept through the combined use of the Corporation's planning powers and the creation of a special development agency with responsibilities and resources for directing both public and private effort towards the realization of the concept.

C.5.22 POLICIES - DOWNTOWN

- .1 TO DEFINE THOSE AREAS WHERE SIMILAR ACTIVITIES SHOULD BE CONCENTRATED AND TO RESTRICT DOWNTOWN USES TO THE DOWNTOWN AREA.
- .2 TO PROVIDE A FLEXIBLE SYSTEM OF LAND-USE CONTROL THAT WILL PERMIT GROUPINGS OF DOWNTOWN USES AND INCENTIVES FOR THE PROVISION OF PEDESTRIAN AMENITIES.
- .3 TO PROVIDE A SYSTEM FOR THE MOVEMENT OF PEOPLE AND GOODS THAT WILL ACKNOWLEDGE THE FUNCTION OF DOWNTOWN AS THE FOCUS OF THE METROPOLITAN TRANSPORTATION SYSTEM.
- .4 TO PROVIDE MEANS OF SEPARATION OF PEDESTRIAN AND VEHICLE MOVEMENTS IN AREAS OF HIGH PEDESTRIAN CONCENTRATION AND TO GIVE PRIORITY TO PEDESTRIAN CIRCULATION IN THESE AREAS.
- .5 TO ENSURE THAT ADEQUATE PARKING IS PROVIDED IN PARKING STRUCTURES CONSTRUCTED WITH PUBLIC FUNDS IF PRIVATE FUNDS ARE NOT MADE AVAILABLE.
- .6 TO PREPARE A DETAILED PHYSICAL PLAN FOR THE DOWNTOWN AREA BASED ON THE OBJECTIVES AND CONCEPT HEREIN DESCRIBED.
- .7 TO AUGMENT THE IMPLEMENTATION OF DETAILED PLANNING THROUGH THE AGENCY OF A DEVELOP-MENT CORPORATION TO BE SPECIALLY ESTABLISHED.

C.6.1 Provision must be made for certain uses of land that are metropolitan in character but which do not form part of the components already described. At present this classification applies only to Metropolitan parks and riverbanks.

METROPOLITAN PARKS

C.6.2 OBJECTIVE - METROPOLITAN PARKS

TO EXPAND AND DEVELOP A METROPOLITAN PARKS SYSTEM TO SATISFY THE NEEDS OF THE URBAN COMMUNITY DURING THE TIME AND GROWTH PERIOD OF THE PLAN.

C.6.3 The Corporation is responsible for the maintenance, improvement and expansion of the Metropolitan parks system. The function and characteristics of this system were defined in Supplement #2, "Report on Metropolitan Parks" prepared jointly by the Directors of Parks and Protection and of Planning in 1961 and adopted by Council in that year.

"Metropolitan parks should serve large areas of Metropolitan Winnipeg rather than local communities. Wherever possible they should be considerably larger than the fifteen-acre minimum requirement, and include one or more natural features such as slopes, woods, streams, etc.

They should provide recreational opportunities for picnicking, hiking, day-camping, etc., which neighborhood parks cannot offer. They should also provide opportunities for both juvenile and adult nature education.

Accessibility is important. They should be within an hour's drive of any Metropolitan residential area. Parking areas and access roads are important for the convenience and safety of the public.

Development and maintenance costs should be minimized by making the best possible use of natural features and by keeping the parks as close to their natural states — commensurate with public safety and convenience.

Metropolitan parks should not duplicate the features and functions of smaller neighborhood parks maintained by area municipalities."

- C.6.4 The definition of Metropolitan parks indicates that the Corporation has no responsibility for recreational programming as this, being a local service, is carried out by the area cities and municipalities. The Corporation does however provide and operate public golf courses as these are a service used by the residents of the Metropolitan area as a whole.
- C.6.5 In addition to defining the role of Metropolitan Parks the Report also established the following objective:

"the acquisition of undeveloped land in units of 100 acres or more should be undertaken as soon as possible to add approximately 1,000 acres to the Metropolitan parks within a period of five years."

- 0.6.6Since 1961, some 1175 acres have been added to the Metropolitan parks and golf courses to increase the total to some 2,087 acres as of June, 1967, or about 4.2 acres for each 1,000 persons. The objective of an additional 1,000 acres, although arbitrarily selected, was considered to be reasonable. However, there is a need for a standard for the provision of Metropolitan park areas based on a more detailed study of this question than has been possible to date. In establishing a Metropolitan standard for parks it will be necessary to evaluate the standards that have been adopted by others. Metropolitan parks satisfy only part of the total recreation needs of the urban community, therefore it will be necessary to allow for the effect of the local municipal parks and regional parks such as the Bird's Hill Provincial Park. In other words, the total recreational needs of the urban community will have to be studied.
- C.6.7 Plate #15 illustrates the location of existing parks only. Future parks are not indicated in order to protect the Corporation from the effects of land speculation.

C.6.8 POLICIES - METROPOLITAN PARKS

- .1 TO COMPLETE THE ACQUISITION PROGRAM ESTABLISHED BY THE 1961 REPORT ON METROPOLITAN PARKS.
- A PROGRAM FOR THE FUTURE PROVISION OF METROPOLITAN PARKS.

C.6.9 OBJECTIVE - RIVERBANKS

TO SECURE FOR THE USE, ENJOYMENT AND BENEFIT OF THE RESIDENTS, THE RIVER-BANKS IN THE METROPOLITAN AREA BEARING IN MIND THAT THIS IS AN OBJECTIVE WHICH CAN BE ACHIEVED OVER AN EXTENDED PERIOD OF TIME.

- C.6.10 Early in the development of the Corporation's planning program it was recommended that the riverbanks should be regarded as a natural asset or amenity and should be protected and, where possible, reclaimed for public use.
- C.6.11 Flood Plain Zoning has existed for some years in certain parts of the Metropolitan Area, for the purpose of prohibiting permanent development in areas subject to periodic flooding. The existing Flood Plain zoning is being revaluated at the present time in consultation with the Provincial Government on the basis of the anticipated effect of the construction of the Greater Winnipeg Floodway. The results of this evaluation will be incorporated in the new Development Control Regulations.
- Although the reclamation and acquisition of riverbank land for public use was an objective which was in conflict with the reputation of the riverbanks as a desirable place to live, it became apparent that a significant group in the community agreed that riverbanks should be regarded as a public, and not a private asset. This subject has been under active discussion by the Corporation since 1962 and the following policies have been developed by Council as a result of consideration of three staff reports.

C.6.13 GENERAL POLICIES - RIVERBANKS

- OF THE PLAN GIVING PRIORITY TO LAND
 THAT IS SUITABLE FOR PARK DEVELOPMENT.
- .2 TO CONTROL RIVERBANK LAND BY THE LEGAL MEANS AT THE CORPORATION'S DISPOSAL, SUCH AS LAND-USE AND DEVELOPMENT CONTROL BY-LAWS AND REGULATIONS RESTRICTING THE USE OF FLOOD PLAIN LAND.
- .3 TO REQUEST AREA MUNICIPALITIES TO ADOPT A COMPLEMENTARY POLICY FOR THE ACQUISITION AND DEVELOPMENT OF MUNICIPAL PARKS ON RIVERBANKS.

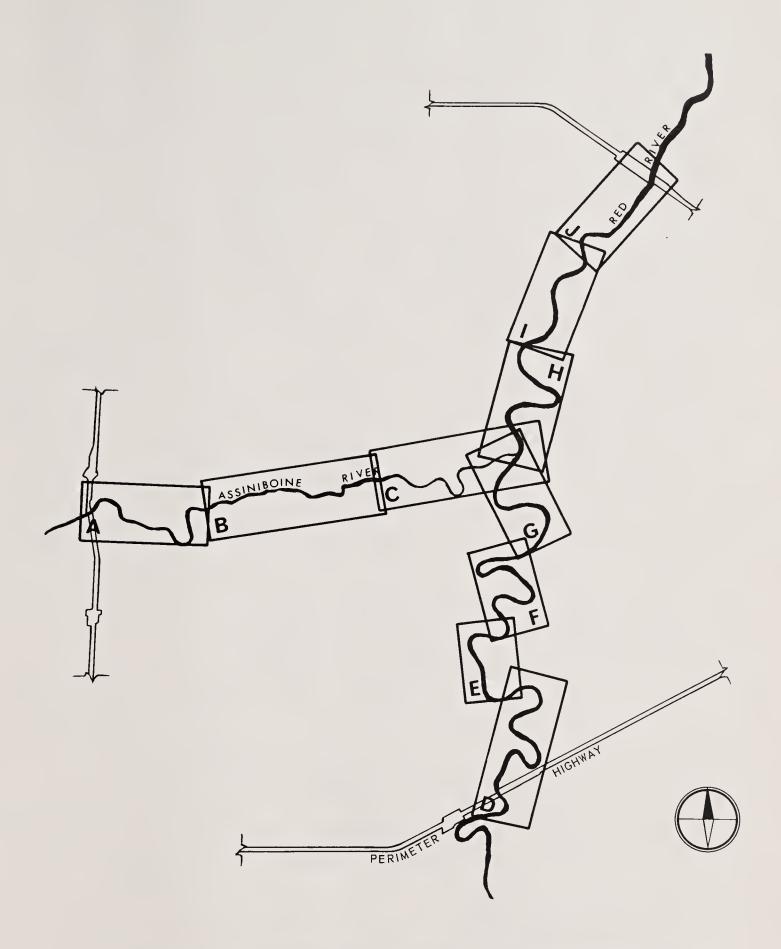
C.6.14 The following specific policies indicate how the foregoing general policies can be achieved. The effect of these should be reviewed from time to time in the light of experience gained through their application. The accompanying Plates #10, #11, #12, and #13 illustrate the application of these policies along the Red and Assiniboine Rivers. The maps extend to cover the area along the rivers as far as the Perimeter Highway. Riverbank land which is outside the Perimeter Highway will be dealt with within the context of the following specific policies. Riverbank land in the Additional Zone will be subject to the general policy outlined in the Section on Areas for No Urban Expansion as well.

C.6.15 SPECIFIC POLICIES - RIVERBANKS

- .1 TO PROHIBIT THE DEVELOPMENT OF ANY RIVERBANKS INCLUDED IN AN AREA TO BE SUBDIVIDED AND TO SECURE THESE AS PUBLIC OPEN SPACE BY DEDICATION OR BY PURCHASE.
- .2 TO ACQUIRE INDIVIDUAL PARCELS OF LAND FOR THE PURPOSE OF EXPANDING METROPOLITAN PARK HOLDINGS.
- .3 WHERE TRANSPORTATION REQUIREMENTS
 NECESSITATE THE ACQUISITION OF LAND
 FOR THOROFARES PARALLEL TO RIVERS,
 TO INCLUDE THE LAND BETWEEN THE
 THOROFARE AND THE RIVER IN THE
 RIGHT-OF-WAY.
- .4 TO SECURE FOR PUBLIC USE RIVERBANK LANDS WITHIN AGREED OR DECLARED RENEWAL AND REDEVELOPMENT AREAS.
- .5 ALL RIVERBANK PROPERTY OWNED OR CONTROLLED BY ANY MUNICIPAL AUTHORITY SHALL BE RETAINED BY THE MUNICIPALITY, OR CONVEYED TO THE CORPORATION ON THE COMPLETION OF SUITABLE ARRANGEMENTS.
- LAND-USE CONTROL BY-LAWS THAT WOULD INCREASE THE DENSITY OF DEVELOPMENT PERMITTED BY EXISTING RESIDENTIAL, COMMERCIAL, OR INDUSTRIAL LAND-USE CONTROL REGULATIONS, EXCEPT TO A LIMITED EXTENT AS FOLLOWS:
 - (i) TO COMPLETE AS INFILL UN-DEVELOPED POCKETS WITH USE AND DENSITY SIMILAR TO EXISTING ADJACENT DEVELOPMENT.
 - (ii) TO PERMIT THE CONSOLIDATION
 OF COMPATIBLE USES, ESTABLISH
 TRANSITIONAL AREAS AND INTRODUCE HIGH DENSITY USES AS
 ELEMENTS OF URBAN FORM.

RIVERBANKS

PLATE 10



KEY MAP FOR DETAIL MAPS WHICH FOLLOW



ASSINIBOINE RIVER

PLATE 11

FLOWING EAST THROUGH
METROPOLITAN WINNIPEG
FROM THE
WEST PERIMETER HIGHWAY
TO THE JUNCTION WITH
THE RED RIVER









- Owned By The Metropolitan Corporation Of Greater Winnipag
- Owned By Other Level Of Government
- Suitable Addition To Publicly Owned Land
- No Urban Development -Sultable For Future Metro Park
- Subject To Future Transportation Requirements
 - Subject To Renewal
 - Subject To Riverbank Subdivision Policy
 - No Rezoning
 - Rezoning To Reflect Prevailing Densities
 - Rezoning For Consolidation Transition And Elements Of Urban Form
- Suitable Location For Strong Elements Of Urban Form

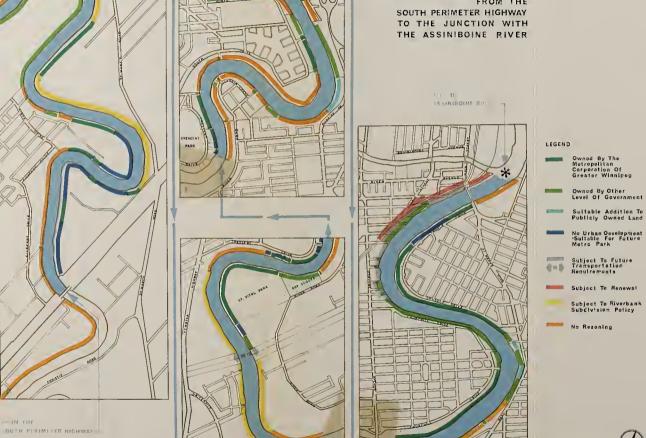




RED RIVER (1)

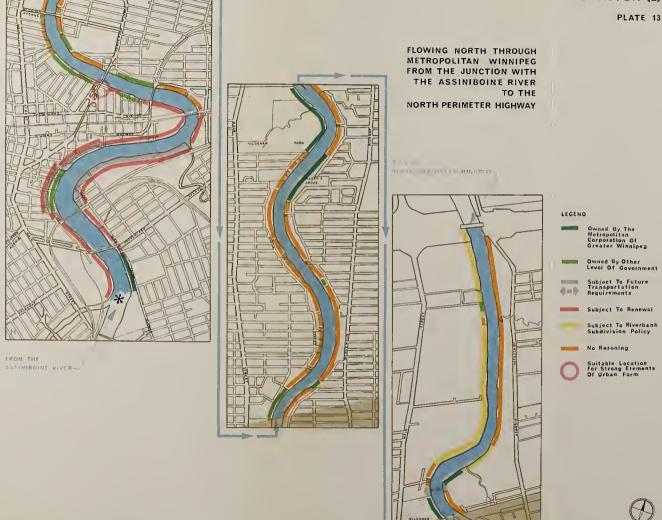
PLATE 12

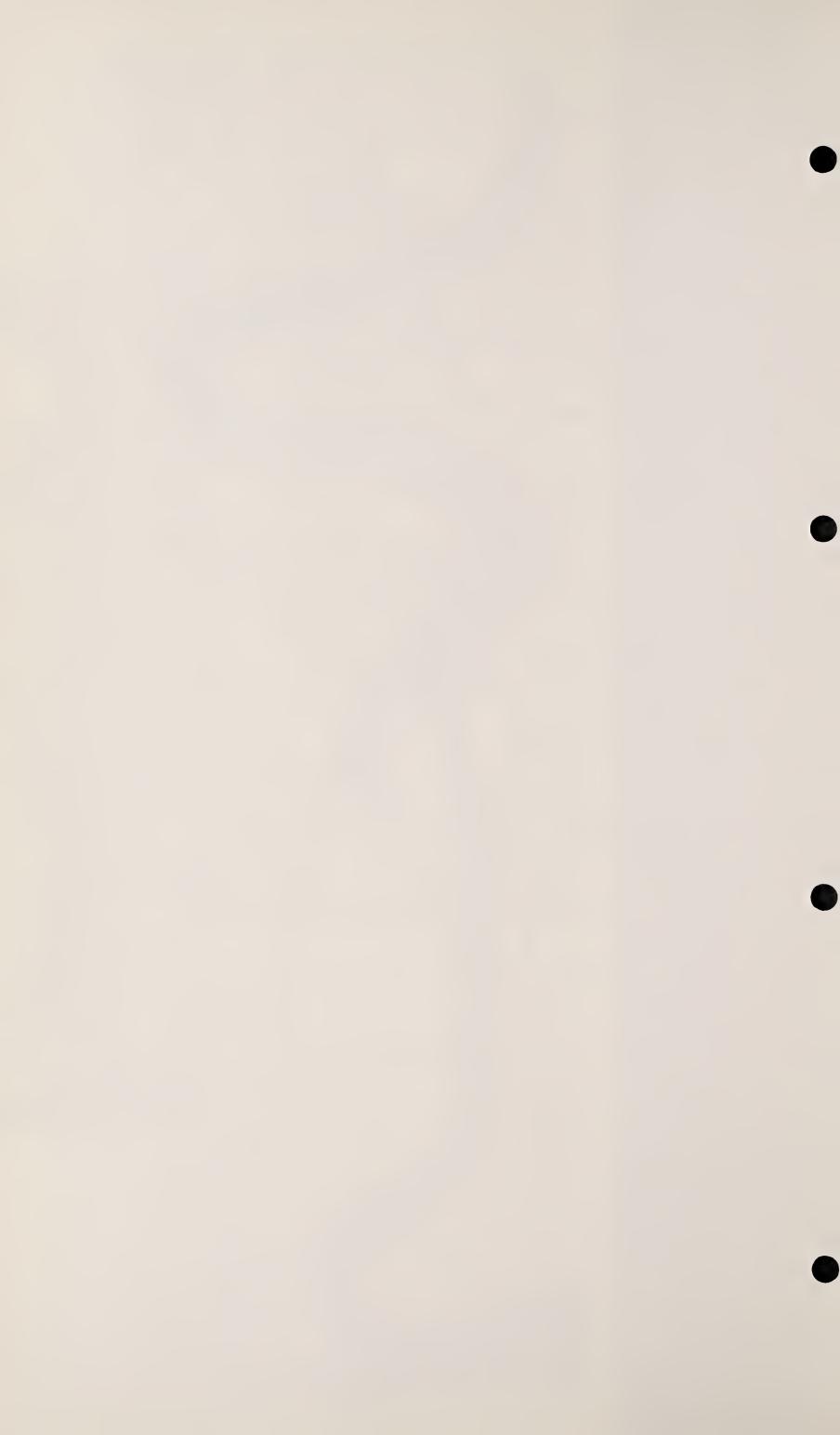
FLOWING NORTH THROUGH METROPOLITAN WINNIPEG FROM THE SOUTH PERIMETER HIGHWAY TO THE JUNCTION WITH THE ASSINIBOINE RIVER





RED RIVER (2)





- C.7.1 In addition to the areas affected by the special metropolitan programs described in the preceding Section, certain parts of the metropolitan area are affected by programs, the planning of which is a responsibility shared by the Corporation and other public agencies. In these cases the prime responsibility for implementation of the program is usually with the other public agency, the Corporation's role being one of supporting the activity and ensuring it co-ordination with any other programs that may affect the area in question. This co-ordinating responsibility should not be minimized as the eventual success of the program is likely to depend on the degree to which it complements and forms part of the broad metropolitan objectives and policies contained in the Plan.
- C.7.2 As all of these joint programs are intended to improve the quality of service to the community and since they affect the way in which land is used, they are subject to the approval of the Corporation. This approval can be ensured if the programs are developed from the beginning in close consultation with the Corporation and with the objectives and policies contained in the Plan serving as the basis or foundation for them.

URBAN RENEWAL

C.7.3 OBJECTIVE - URBAN RENEWAL

TO SECURE THE IMPROVEMENT OF ENVIRON-MENTAL CONDITIONS THROUGH THE USE OF THE TOOLS PROVIDED IN NATIONAL AND PROVINCIAL LEGISLATION AND TO ENSURE THAT INDIVIDUAL RENEWAL PROGRAMS WORK TO THE BENEFIT OF THE METROPOLITAN AREA AS A WHOLE.

C.7.4 In addition to the Corporation's overall planning responsibilities and its specific task as set out in S. 83 (1) (f) of the Act for preparing "programs for the rehabilitation, improvement, a renewal of urban areas, including the definition of redevelopment areas" it has a major responsibility for ensuring conservation and rehabilitation through the preparation and administration of adequate building and zoning regulations, including regulations establishing adequate standards for the occupancy and maintenance of dwellings. As part of this responsibility is shared with the municipalities, it is essential that a metropolitan standard be established for the whole urban area so that there is uniformity and an absence of discrimination resulting from unequal municipal standards and enforcement.

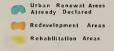
- C.7.5 The Metropolitan Urban Renewal Study which defines the terms used to describe the renewal process and is included as Supplement 3 to the Plan, provides a detailed basis for objectives and policies contained in this Section. Plate #14 illustrates, in general terms, the areas that require redevelopment or rehabilitation. The Supplement also enlarges on conditions and needs in those areas shown on Plate #14 which are not yet being dealt with under agreements for urban renewal schemes as defined in the National Housing Act and complementary Provincial legislation.
- C.7.6 The process of urban renewal is an important part, but a part nevertheless, of the whole process of improving the condition and quality of environment in the metropolitan area. Existing legislation provides the essential tools for carrying out those parts of the process that require the investment of public funds. However in the use of these essential tools for rebuilding the physical environment, care must be taken to ensure that action is based on a clear understanding of the social and economic conditions prevailing in the area and the effect that the re-shaping of physical conditions will have on the lives of the residents that the program is intended to serve.
- C.7.7 As has already been described, the program for the renewal of any specific area must be related to the pattern of future growth for the whole metropolitan area and the development of the systems that serve the community. This is most clearly illustrated by the need for ensuring that the future metropolitan transportation system is accommodated in areas where the acquisition and redevelopment of land is contemplated. The need for regarding the development of the transportation system as an integral part of the urban renewal process is incorporated as part of the policies contained in a subsequent section dealing with the Metropolitan transportation system.
- C.7.8 The present division of responsibilities between the Corporation and the area municipalities makes the success of urban renewal programs dependent on the degree of communication, liaison and integration of effort that can be achieved. Much has already been done through day—to—day liaison between administrative staffs and through formal technical liaison committees but improvement and simplification of these methods is necessary and possible.



METROPOLITAN WINNIPEG URBAN RENEWAL AREAS

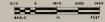
PLATE 14

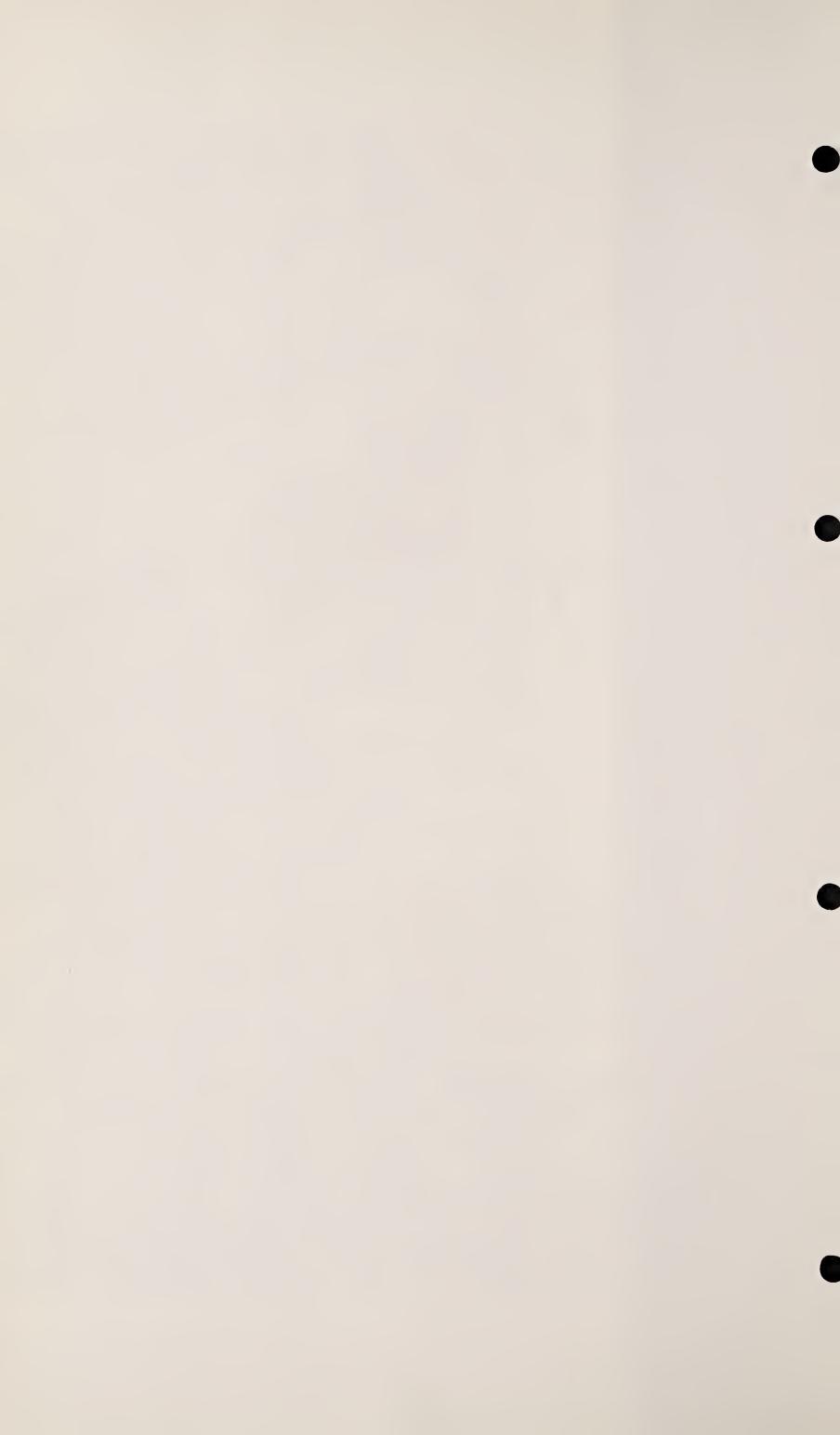
LEGEND



METROPOLITAN WINNIPEG DEVELOPMENT PLAN







C.7.9 The fact that the most redevelopment, in the literal sense, is undertaken by private agencies working with private capital must not be overlooked. In these instances, the responsibility of the Corporation is the same as with the public agencies involved in redevelopment. The foregoing paragraphs apply equally to the relationships between the Corporation, as the planning agency and the private organizations who are engaged in rebuilding parts of the community.

C.7.10 POLICIES - URBAN RENEWAL

- .1 TO DESIGNATE AREAS WHERE REDEVELOPMENT AND REHABILITATION ARE NECESSARY;
- .2 TO ESTABLISH AND IMPROVE LIAISON AND CONSULTATION WITH AREA MUNICIPALITIES TO ENSURE THAT DETAILED URBAN RENEWAL PROGRAMS CONFORM TO THE OBJECTIVES AND POLICIES OF THE PLAN;
- .3 TO PROVIDE AREA MUNICIPALITIES WITH AVAILABLE ASSISTANCE AND INFORMATION IN THE PREPARATION OF URBAN RENEWAL PROGRAMS;
- .4 TO DEVELOP AND ADMINISTER A REHABILITA-TION AND CONSERVATION PROGRAM THROUGH ADEQUATE BUILDING, LAND-USE AND HOUSING STANDARDS UNIFORMLY APPLIED THROUGHOUT THE METROPOLITAN AREA;
- .5 TO MAINTAIN AND IMPROVE LIAISON AND CONSULTATION WITH PRIVATE AGENCIES ENGAGED IN THE REBUILDING OF PARTS OF THE URBAN AREA.

HOSPITALS

C.7.11 OBJECTIVE - HOSPITALS

TO ENSURE THAT ADEQUATE HOSPITAL SERVICE IS PROVIDED ON SITES OF A SUITABLE SIZE AND IN LOCATIONS THAT WILL SERVE THE METROPOLITAN AREA.

As hospitals serve the whole of the Metropolitan area, the Corporation is responsible for ensuring that they are located in proper relationship to the areas that they will serve and to the systems which will serve them. The location of a hospital will also be influenced by the type of service that it is intended to provide.

- C.7.13 The decision of the Provincial Government to transfer the municipal responsibility for part of the capital cost of hospitals to the Corporation underlines the metropolitan nature of hospital service.
- C.7.14 The medical services provided in what is usually referred to as the Medical Centre area north of Notre Dame Avenue are more than metropolitan in nature; they provide for the specialized medical needs of a region that extends beyond the borders of the Province. They are, therefore, an important part of the economic and social base of the community and their expansion should be encouraged. Developments of the last five years have indicated that serious overcrowding will occur unless means are found to provide for the physical expansion of this important social service.
- C.7.15 Once the planning studies that have been initiated by the Medical Centre have been completed, these will be considered by the Corporation for adoption as part of the detailed area plan for the Medical Centre Area.
- C.7.16 POLICY HOSPITALS

TO ESTABLISH AS A FEATURE OF THE PLAN THE LOCATION OF NEW HOSPITAL SITES AND THE EXPANSION OF EXISTING HOSPITAL SITES AND THE MEDICAL CENTRE IN CONSULTATION WITH THE MANITOBA HOSPITAL COMMISSION.

HIGHER EDUCATION

C.7.17 OBJECTIVE - HIGHER EDUCATION

TO ENSURE THAT THE METROPOLITAN NEEDS FOR HIGHER EDUCATION ARE MET ON SITES OF ADEQUATE SIZE AND IN LOCATIONS SUITABLE FOR THEIR FUNCTIONS.

- C.7.18 The Corporation's interest in higher education is based on the responsibility for ensuring that the needs of the Metropolitan area are met and that these activities are located on sites of adequate size and in locations that are accessible to the whole of the Metropolitan area or to those parts of the Metropolitan area that they are intended to serve.
- C.7.19 There are certain subjects in the field of higher education that benefit from being taught in an urban environment. Close proximity to the activities of the urban centre can provide a valuable complement to the academic program, particularly in the disciplines concerned with urban environment. Proximity to the hub of the Metropolitan transportation system and to a wide range of temporary living accommodation makes Downtown an ideal location for a wide range of programs for adult education and re-education.

- C.7.20 An establishment for higher education can also make a useful contribution to the structure of the urban centre by adding to its diversity and interest. It can be designed for an urban context and can provide, for example, small but significant protected urban open spaces. It could also serve as a demonstration of new design techniques for buildings in a contemporary urban setting.
- C.7.21 There are two opportunities for the encouragement of establishments for higher education in the central area. The first is the need for a Downtown university, developed as an expansion of the former United College, now the University of Winnipeg. The second is the need for a centrally located "junior or community" college to serve the whole Metropolitan area and to bridge the gap between the full academic program of a university and the local high school program.
- C.7.22 The need for expanding technical education at the high-school level will create a demand for additional sites for these facilities. It is likely that additional technical high schools will have a larger service area than a local highschool division and should, therefore, be located on a metropolitan rather than a local basis.

C.7.23 POLICIES - HIGHER EDUCATION

- .1 TO PREPARE AS A SUPPLEMENT TO THE PLAN AND AS PART OF THE DETAILED PLAN FOR THE CENTRAL AREA PROPOSALS FOR THE SITES OF A DOWNTOWN UNIVERSITY AND A JUNIOR OR COMMUNITY COLLEGE, IN CONSULTATION WITH THE EDUCATIONAL AUTHORITIES CONCERNED;
- .2 AND TO SELECT THE SITES FOR ADDITIONAL TECHNICAL HIGH SCHOOLS IN CONSULTATION WITH THE EDUCATIONAL AUTHORITIES CONCERNED.

C.8.1 OBJECTIVE - AREAS FOR URBAN EXPANSION

TO GIVE NOTICE OF FUTURE AREAS FOR LIVING AND WORKING.

- C.8.2 The Land-Use Control By-laws and Detailed Area Plans where applicable, are the instruments whereby those areas that will accommodate urban expansion in the immediate future are indicated, but the Plan, being a longer-range document, must indicate where all of the urban expansion will be accommodated during the time and growth period it covers. The Plan must be sufficiently flexible to provide for changes in the rate of growth due to conditions and circumstances that are not currently apparent.
- C.8.3 Plates #6 and #7 shows the expansion of both living and working areas. For the time being, these areas for urban expansion will continue to be zoned, in the main, for Agricultural uses. They have been taken into consideration in the preparation of the Corporation's own plans for the expansion of services. Their designation in the Plan will give notice of the areas where the Corporation is prepared to consider the development of additional living and working areas, provided this can be done as an economical extension of servicing systems. The three stage development system, The Development Plan, The Detailed Area Plan and the Land-Use Control By-laws, as previously outlined in paragraph C.1.10 represent the overall method within which land will be developed subsequent to the adoption of the Plan.

C.8.4 POLICY - AREAS FOR URBAN EXPANSION

TO INCLUDE THESE AREAS IN THE CORPORATION'S OWN PLANS FOR THE EXTENSION OF SERVICES; AND, TO PERMIT THE DEVELOPMENT OF THESE AREAS IN ACCORDANCE WITH THE DEMAND FOR ADDITIONAL URBAN LAND, SUBJECT TO THE FEASIBILITY OF PROVIDING AND MAINTAINING AN ACCEPTABLE STANDARD OF SERVICES.

C.9.1 OBJECTIVE - AREAS OF NO URBAN EXPANSION

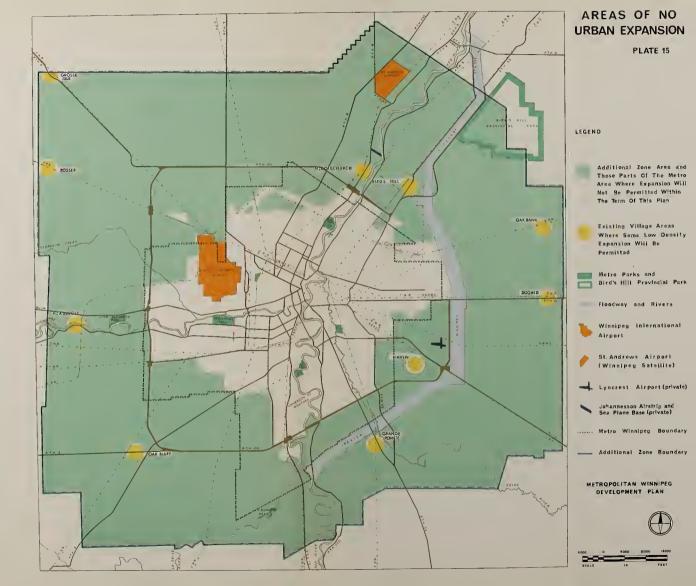
TO FURTHER THE PRINCIPLE OF A COMPACT, ECONOMICALLY—SERVICED URBAN AREA AND TO PREVENT SEMI—URBAN FRINGE DEVELOPMENT.

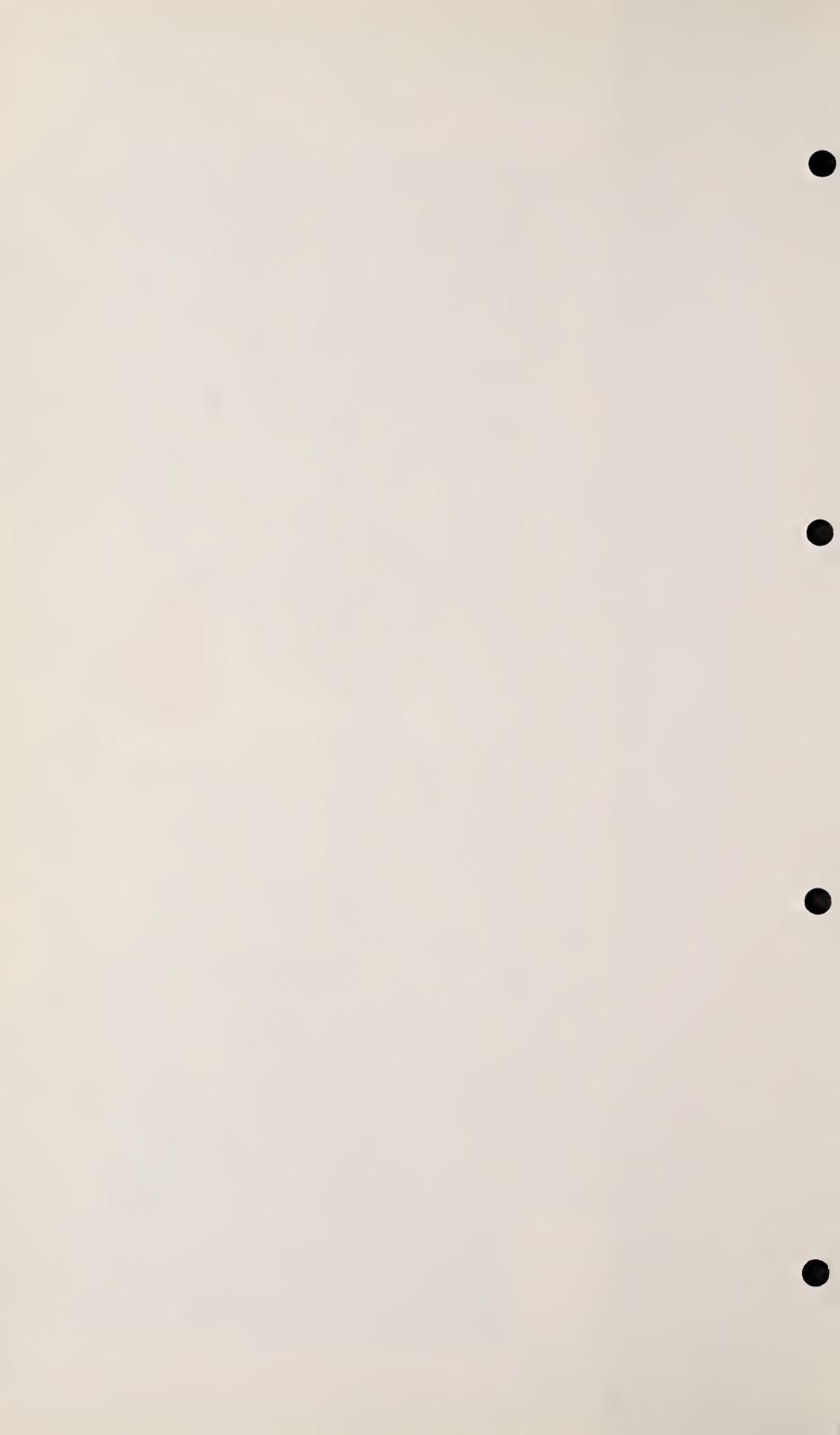
- C.9.2 The Corporation has planning jurisdiction over an area known as the Additional Zone which extends some five miles beyond the boundaries of Metropolitan Winnipeg as shown on Plates #3 and #15. This additional area of jurisdiction is intended to allow the Corporation to regulate the haphazard semi-urban development which usually occurs on the fringes of urban communities.
- C.9.3 There are also certain areas within the Metropolitan boundary where no urban development is proposed
 during the time and growth period of the Plan. Definition
 of these areas is based on existing knowledge of future
 requirements for land, and on the logical extension of
 services.
- C.9.4 The major part of this area will continue in "open land" use. This will include farming, market gardening, land used for public and private recreational services and airfields, and any other activities permitted in areas zoned for agricultural uses; for example, farm implement dealers, riding stables and dog kennels. Some of this land will be used for Metropolitan parks, but these will represent a small part of the total land area.
- C.9.5 It is acknowledged that this area contains some existing village communities and that there are some people who prefer to live in these communities on large lots and who are prepared to accept the lower standard of public services that this implies. The Plan allows for a limited amount of expansion in the village communities but this will absorb a relatively small part of the total growth of the Metropolitan area. Expansion of village communities will be planned with the future possibility of some limited form of local servicing in mind. These limited services, such as water and possibly sewer, would not be extensions of the Metropolitan system but would be similar to the systems developed by other small communities in the rural parts of the Province.
- C.9.6 The concepts included in this Section are based on an earlier technical report, "Development Plan Report The Additional Zone" published August 22, 1961, which is Supplement #5 of this Plan. The recommendations contained in that report now have been extended to include those parts of the Metropolitan area proper where no urban development is envisaged during the period of time and growth used for this Plan.

C.9.7 The question of "development rights" discussed earlier in Paragraph C.1.7 is particularly relevant in areas of no urban expansion and it is important to emphasize that the Plan envisages that land in these areas will continue to be held for what has been described in Paragraph C.9.4 above as "open land uses".

C.9.8 POLICY - AREAS OF NO URBAN EXPANSION

- -1 TO PREPARE AS A FEATURE OF THE PLAN DETAILED AREA PLANS FOR THOSE VILLAGE COMMUNITIES WHERE SOME FUTURE GROWTH IS EXPECTED.
- .2 TO PREVENT URBAN DEVELOPMENT IN THE AREAS NOT INTENDED FOR URBAN DEVELOP-MENT BY MEANS OF LAND-USE CONTROL BY-LAWS. VILLAGE COMMUNITIES AND LAND ADJACENT TO THEM REQUIRED FOR VILLAGE PURPOSES WILL BE EXEMPT FROM THE PROVISIONS OF THESE BY-LAWS.
- BY-LAWS, THE FIVE-ACRE MINIMUM AGRI-CULTURAL ZONE TO THOSE LOCATIONS
 SUITABLE FOR THIS CATEGORY AND
 CURRENTLY BEING UTILIZED, AND TO
 DESIGNATE THE REMAINDER OF THE
 'AREAS OF NO URBAN EXPANSION' FOR
 AGRICULTURAL PURPOSES WITH A MINIMUM
 SITE AREA OF 40 ACRES.





C.10.1 OBJECTIVE - TRANSPORTATION SYSTEM

TO PROVIDE FOR THE SAFE, EFFICIENT MOVEMENT OF PEOPLE AND GOODS IN AND THROUGH THE METROPOLITAN AREA AND TO GIVE NOTICE THAT LAND IS LIKELY TO BE REQUIRED FOR THE TRANSPORTATION SYSTEM FROM TIME TO TIME DURING THE TIME AND GROWTH PERIOD OF THE PLAN.

C.10.2 For the purpose of the Plan, the word "transportation" is taken to include all means of movement of people and goods. There are six distinct but inter-related component systems that together form the total Metropolitan transportation system and these are listed below. Underground and Overhead Distribution Systems, though perhaps not literally a means of transportation, are included here because of their close relationship to the rights-of-way provided for other movement systems. The components are:

The Thorofare System
The Public Transit System
The Pedestrian Systems
The Railway Systems
The Air Systems
The Underground and Overhead Distribution
Systems

- C.10.3 Although this Section deals with the component systems separately, it should be emphasized that the provision of an adequate Metropolitan transportation system necessitates the use of all of the components in a combination appropriate for this community. The experience of other urban centres is a fruitful source of ideas but there is no standard answer to the urban transportation problem.
- Should not be under-emphasized. The growth of movement within the community clearly indicates that the ideas and methods developed in the first half of the twentieth century are no longer adequate to meet current and future demands. This is particularly apparent in the central area where the movement problems are most acute and where a transportation system that evolved during the years prior to 1950 is no longer adequate and cannot be "made over" to provide the future requirements which are clearly indicated by the trends of the last two decades.

C.10.5

The components of the Metropolitan transportation system together represent a substantial use of land and in providing for the development of these systems, their positive and negative effects on adjoining areas of land must be considered. In positive terms, the systems must provide access to adjoining areas to a varying degree, and in negative terms, these areas must be protected from the noise, vibration and the hazard generated by the transportation systems. One of the functions of the Plan is to provide an acceptable balance between these positive and negative characteristics. The future pattern of use of land and the transportation system that will serve it must be developed concurrently as each influences and is influenced by the other. It is the function of the Plan to ensure that the indivisible relationship of these two aspects of planning is acknowledged.

C.10.6

The amount of movement generated by an area of urban activity is a function of the density or intensity of that urban activity. In other words, it is directly related to the number of people living, working, shopping, or assembling in the area. The nature of the activity and its degree of intensity indicates the type of system or systems necessary to handle the movement within and to and from the area. For example, a preceding Section dealing with Downtown emphasizes the need for a system to handle the internal movement of large numbers of people over comparatively short distances. As another example, the thorofare system described in this Section is intended to handle, amongst other things, the large movement of people to and from the Downtown area at rush hours and throughout the day. The Plan also acknowledges the relationship between the Metropolitan area as a whole and the provincial and national transportation systems that serve it.

C.10.7

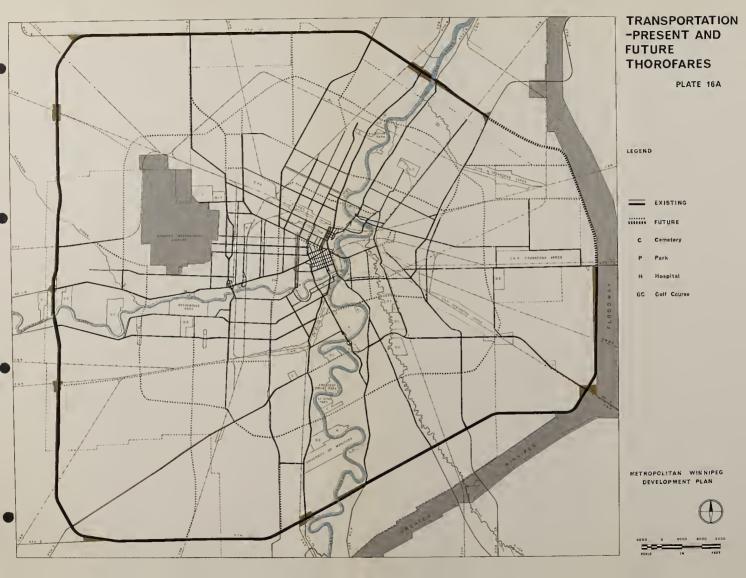
The Plan is predicated on a pattern of future areas of land-use which has been developed on the basis of existing development and current social, economic and physical trends. This future pattern of uses of land and the anticipated intensity of activity in the various areas together with the anticipated mode of travel the relative volumes of movement using the various forms of public and private transportation - or "modal split" as it is usually called, are the basic determinants of the future transportation system. Once the complete future transportation system has been determined and evaluated it may be considered necessary to modify the future pattern of uses of land and thus the demands that this pattern imposes on the transportation system. The possible need for modifications of this kind is explained further in subsequent paragraphs in this Section.

- ODEVELOP THE COMPONENTS OF THE TRANS-PORTATION SYSTEM BASED ON THE PRESENT AND ANTICIPATED MOVEMENT OF PEOPLE AND GOODS AND TO ACHIEVE A BALANCE BETWEEN THE LAND NEEDS OF THE SYSTEM AND THE URBAN AREA THAT IT SERVES.
- .2 TO CONTINUE TO SEEK ASSISTANCE FROM SENIOR GOVERNMENTS IN MAINTAINING AND IMPROVING THE METROPOLITAN TRANSPORTATION SYSTEM.
- .3 TO MAINTAIN A CONTINUING STUDY OF METROPOLITAN TRANSPORTATION NEEDS IN CONJUNCTION WITH THE WINNIPEG AREA TRANSPORTATION STUDY, WITH PARTICULAR REFERENCE TO THE RELATIONSHIP BETWEEN LAND USES, DENSITIES, AND PRESENT AND FUTURE TRANSPORTATION FACILITIES.

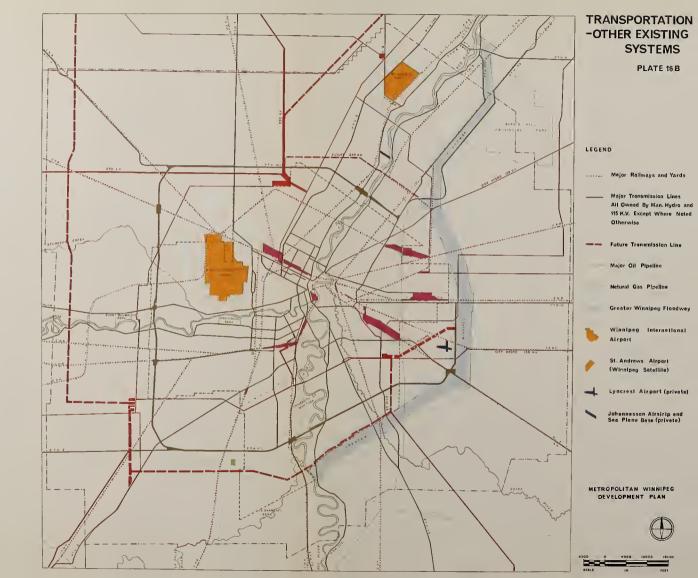
THE THOROFARE SYSTEM

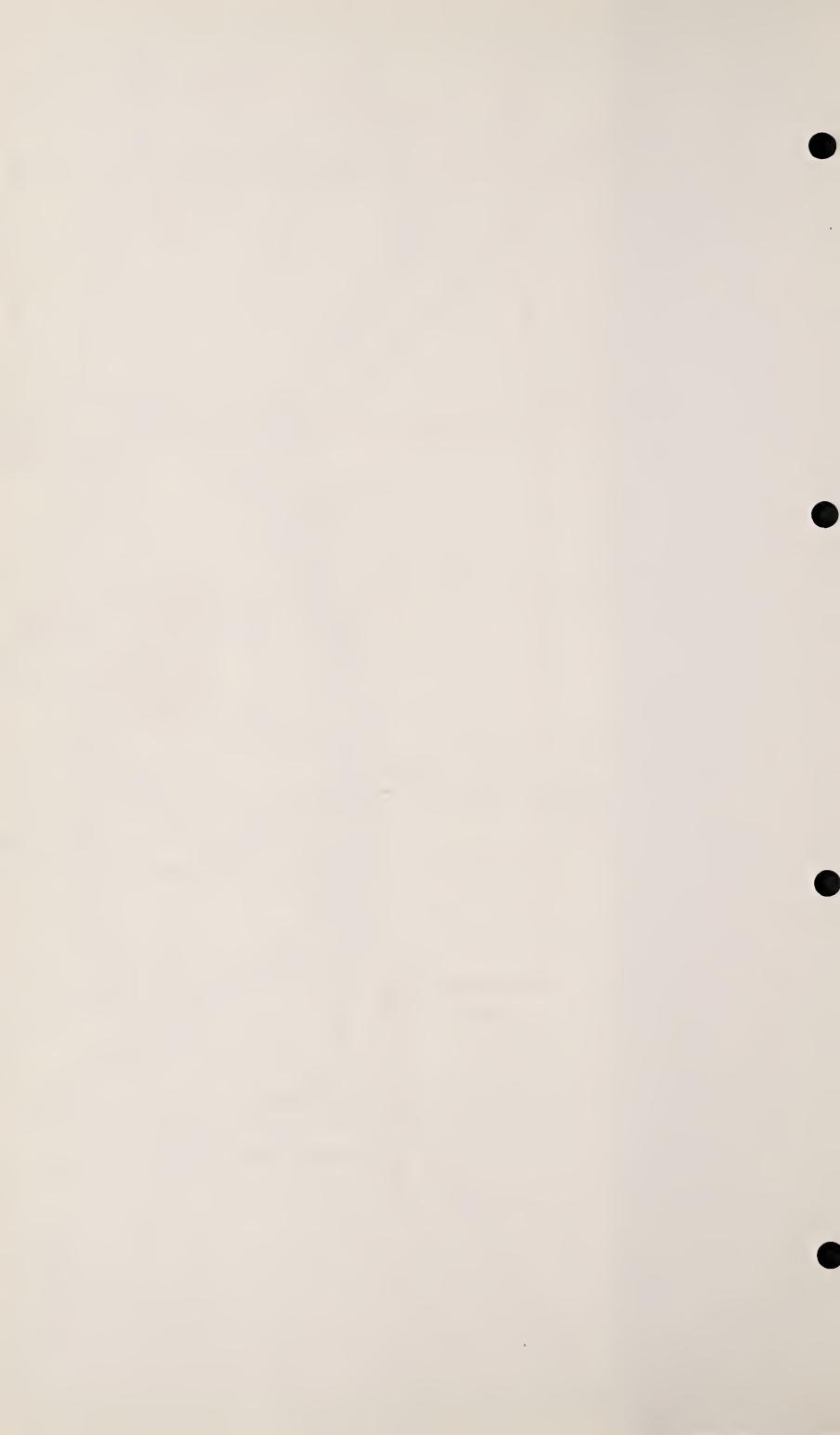
- C.10.9 This component system includes all of the methods used to move vehicles within public rights-of-way. These public rights-of-way have a dual function. They provide for the movement of vehicles and also for access to abutting property. In many instances, the basic cause of traffic problems is a conflict between these two functions. The road system included in the Plan envisages the establishment of relative priorities between these two functions. For example, in some instances where traffic volumes are heavy, the movement of vehicles takes priority and access to abutting property is controlled or, in some instances prohibited. The relative priority assigned to the two functions of the street is influenced by adjoining development and must take into consideration the fact that abutting property cannot be entirely deprived of vehicle access. direct access to the major thorofare is prohibited, then a secondary system of access to the property must be provided with connection between the major thorofare and the secondary access system at controlled points of intersection.
- C.10.10 The thorofare system illustrated on Plate 16a is based on the movement of vehicles generated by the various areas of activity, both now and in the future. It is also based on plans prepared prior to the formation of the Corporation and on the metropolitan thorofare system that had been developed in part by the area municipalities and the Provincial Government. #4

- C.10.11 The system illustrated represents the first stage in the Corporation's transportation program. It is intended to improve and expand the existing system of Metropolitan thorofares by ensuring that their operational function as a carrier of traffic is given the highest practical priority and by the construction of those parts of the system that are not now in place.
- C.10.12 Although parts of the system illustrated here will be sufficient for our needs for the whole of the time of the growth period of the Plan, other parts will have to be replaced or supplemented and new component parts will have to be added during this period. Generally speaking, the second stage of the development of the system affects the built-up part of the community, particularly the central area. It necessitates the acquisition of rights-of-way through land occupied by buildings and requires bridges and other structures for grade separation. In many cases the areas affected by transportation improvements will be those that should be rebuilt as part of an urban renewal program. It is considered that the renewal of the Metropolitan thorofare system is an integral part of the whole process of urban renewal.
- C.10.13 The second stage of the program is likely to have major effect on development patterns in the built-up area and will necessitate large capital expenditures. The second stage should, therefore, be adopted only after careful and detailed study, and possibly the examination of alternative systems. For this reason the present Plan does not include all of the second stage of the development of the system.
- C.10.14 The program for the Winnipeg Area Transportation Study that was adopted by Council in 1961 is providing this intensive study based on the best methods and techniques available. When this Study is complete, it will be possible to show a more detailed and comprehensive picture of transportation needs to serve as a justification for the changes in existing development patterns and for the substantial capital investment represented by the new components of the system.
- Although under theoretically ideal conditions the Plan should show both stages of the transportation program, the Corporation, as the responsible planning authority, is faced with the necessity for making day—to—day administrative planning decisions relative to urban expansion. Decisions about future rights—of—way must be made before the land is developed and should be based on a stated policy and program. The Plan in its present form provides the basis for these essential decisions and the future development of the trans—portation system will be influenced by the decisions that are now being made.









C.10.16 Once the Winnipeg Area Transportation Study has been completed and has been assessed by the Corporation so that the transportation needs can be balanced against the needs of the other components of the urban pattern, the results of this assessment will be incorporated in the Plan as a Supplement.

C.10.17 POLICIES - THOROFARE SYSTEM

- .1 TO IDENTIFY THOSE PARTS OF THE SYSTEM THAT MUST BE REPLACED OR SUPPLEMENTED AND TO INDICATE WHERE ENTIRELY NEW COMPONENTS OF THE SYSTEM WILL BE REQUIRED DURING THE TIME AND GROWTH PERIOD OF THE PLAN.
- .2 TO URGE THE SENIOR GOVERNMENTS TO ACCEPT THE RENEWAL OF THE TRANS-PORTATION SYSTEM AS AN ESSENTIAL PART OF THE TOTAL URBAN RENEWAL PROCESS.

THE PUBLIC TRANSIT SYSTEM

- C.10.18 Experience during the past two decades, both here and in other urban centres in North America, indicates that the public transit system must be regarded as an essential component of the urban transportation system. Winter weather conditions in Metropolitan Winnipeg serve to underline this fact.
- C.10.19

 As has been already mentioned, new high-speed thorofares designed to give maximum priority to the traffic function will be another essential component. These can also accommodate a high-speed bus transit system, which would have some of the characteristics of a true rapid transit system. It may be some years before this community can support a true rapid transit system but in the meantime high-speed bus transit can be provided, using the part of the right-of-way that will be needed eventually for rapid transit.
- As transit shares the use of public rights—of—
 way with the thorofare system, many of the comments
 in the preceding Section apply. The comment on changing technology given in the Introduction to this Part
 is particularly applicable to the transit system as
 new types of vehicles that move above, on or under
 the ground are being developed in other urban centres.
 The possibilities offered by these developing methods
 must be kept in mind when new rights—of—way for the
 transportation system are being designed and acquired.

- C.10.21 There are a number of instances where the nature and size of the movements of people indicates that transit is the most desirable method of accommodating them and should therefore be given priority. This priority may take one of several forms; transit is given priority on certain streets at certain times of the day; it may be given exclusive use of certain parts of the right-of-way or, in areas of high intensity of movement and concentration of development parts of Downtown, for example it may require entirely separate rights-of-way, parts of which may be under or overground.
- C.10.22

 A preceding Section dealing with Downtown comments on the necessity for an efficient and economical transit system for this area of high intensity of movement and activity and emphasizes, in particular, the need for protected connections between the transit system and the pedestrian system discussed in the following paragraphs.

C.10.23 POLICIES - TRANSIT SYSTEM

- .1 TO INCORPORATE THE NEEDS OF TRANSIT INTO PLANNING AS MAY BECOME APPARENT FROM THE MOVEMENT PATTERN.
- .2 TO MAINTAIN A CONTINUING STUDY OF TRANSIT NEEDS AND TECHNIQUES AND TO ADOPT NEW TECHNIQUES WHEN THIS IS SHOWN TO BE NECESSARY OR DESIRABLE TO MEET CHANGING NEEDS OR TO TAKE ADVANTAGE OF NEW DEVELOPMENTS IN TRANSIT OPERATION AND TECHNOLOGY.

THE PEDESTRIAN SYSTEM

- C.10.24 In the past, provision for the movement of pedestrians has been regarded as a minor function or appendix to the system provided for the movement of vehicles. There is evidence that this traditional attitude is changing and the need for change is particularly evident when the rigors of our climate are considered. In objective terms, the shortcomings of the present pedestrian system can be described as follows:
 - (1) The close proximity of pedestrians to fastmoving vehicles, separated only by a curb or a narrow boulevard, constitutes a real hazard to the pedestrian.
 - (2) Under certain stable atmospheric conditions, the emission of CO fumes from large numbers of vehicles can cause physical discomfort to the pedestrian.
 - (3) The free-flowing movement of both pedestrians and vehicles is frequently impeded in areas of high intensity of both movements because street intersections must accommodate both systems of movement at grade.

- Discussion of the need for proper provision for pedestrian movement contained in a preceding Section dealing with Downtown applies equally to other areas of high concentration of people and vehicles and particularly where the concentrated movement of children or old people is anticipated. Separation between vehicles and pedestrians can be achieved both horizontally, vertically and in time. The need for separation in the interests of the pedestrian must be considered to have high priority in those areas where people need and want to congregate.
- C.10.26 Part D Urban Design illustrates a number of ways in which physical separation can be achieved and, at the same time, a pedestrian environment can be created that provides protection from the rigors of climate. Although these illustrations are not intended as firm proposals they have been prepared with a number of specific locations in mind in order to emphasize that ideas now being developed in other urban centres can be applied here. It is as well to point out also that the concepts of physical separation and separation in time have already been applied here in some instances.

C.10.27 POLICIES -- PEDESTRIAN SYSTEM

- .1 TO FACILITATE SAFE AND CONVENIENT PEDESTRIAN MOVEMENT AND TO PROVIDE PEDESTRIAN—VEHICLE SEPARATION IN AREAS OF HIGH CONCENTRATION OF PEDESTRIAN ACTIVITY.
- .2 TO PROVIDE, AS A FEATURE OF THE PLAN, WEATHER PROTECTION IN AREAS OF HIGH CONCENTRATION OF PEDESTRIAN ACTIVITY AND WHERE PEDESTRIAN AND TRANSIT SYSTEMS CONNECT.

RAILWAY SYSTEMS

- C.10.28 Railway transportation is primarily an interurban system; that is, it deals with the movement of people and goods to other urban centres and not within the Metropolitan area itself.
- The importance of the railways in developing and maintaining the economic function of the Metropolitan community as a centre for communication and distribution cannot be over-emphasized. On the other hand, the railway system within the Metropolitan area has acted as a barrier to development and there are points of conflict where the railway system and the thorofare system intersect. Railway systems can also conflict with adjoining areas of activity by the creation of noise, dust and vibration, and in this regard are similar to the thorofare system.

C.10.30

During the early period of the development of the community, it was a basic requirement that the railway yards be located in the central area. Today, as a result of changes in manufacturing requirements and advances in urban transportation, this proximity of the railway yards to the central area is no longer necessary. Extensive railway facilities have been constructed outside the central area in the last decade. Although there are still a considerable number of businesses in the central area that require a rail service, there is a substantial amount of railway-owned land that is no longer essential for the purpose of operating the railway and for which a new use must be found. The questions relative to the future use of railway-owned land must be resolved with the companies concerned. Some of these questions have been under discussion for some time and are likely to be resolved in the near future. Other questions, for example the method of eliminating the duplication of railway rights-of-way will take longer to resolve although, in this instance, the creation of a terminal operating railway for the National Capital Region in Ottawa is of particular interest. Urban renewal proposals for the areas north and south of the C.P.R. Yards make it necessary to reconsider the future long-term use of this railway land.

C.10.31 Railways are part of a national transportation system and are therefore governed by national objectives and policies. Although these can be influenced only indirectly by local considerations they have considerable impact on local economic and physical planning. From time to time it will be necessary to review the objectives and policies specified for this component of the transportation system in the light of changing national policy.

C.10.32 POLICIES - RAILWAY SYSTEM

- .1 TO MINIMIZE CONFLICT BETWEEN RAILWAY SYSTEMS AND OTHER TRANSFORTATION SYSTEMS AND BETWEEN RAILWAYS AND ADJOINING AREAS OF OTHER ACTIVITY.
- .2 TO ESTABLISH THE FUTURE USE OF RAILWAY-OWNED LANDS WHERE THE PRESENT USE IS OR WILL BE OBSOLETE OR SHOULD BE CHANGED IN THE INTERESTS OF COM-MUNITY REDEVELOPMENT.
- TO INVESTIGATE THE POSSIBILITY OF A TERMINAL RAILWAY SYSTEM SIMILAR TO THAT BEING DEVELOPED IN THE NATIONAL CAPITAL REGION OF OTTAWA AS A MEANS OF ELIMINATING THE DUPLICATION OF RIGHTS-OF-WAY OF OTHER RAILWAY FACILITIES IN THE METROPOLITAN AREA.
- .4 TO INVESTIGATE THE EFFECTS ON THE COMMUNITY OF THE EVENTUAL CONSOLI-DATION OF RAIL PASSENGER SERVICE.

AIR TRANSPORTATION

- C.10.33 Air transportation, like railway transportation, is primarily inter-urban. The Corporation is concerned with the provision of adequate terminal facilities for passengers and goods but as the responsibility for air transportation is Federal, the Corporation's role is secondary or supporting.
- C.10.34The major air facility is the International Airport in the City of St. James which handles scheduled and charter airline traffic, military traffic, and business, instructional and pleasure flying. The recently developed St. Andrews Airport to the north of the Metropolitan area is intended to provide a separate field for instructional and pleasure flying. A grass-strip field adjacent to the Floodway and one mile north of the Trans-Canada Highway, now used for pleasure flying, could be developed as an industrial airport at some time in the future, providing the conflict of circuit patterns with the International Airport can be resolved. Finally, there is a small landing strip in West St. Paul two miles north of the Perimeter Highway. This facility provides a transfer point from wheels to floats as it is on the Red River. No expansion of this landing strip is anticipated due to site conditions and conflict with adjoining uses of land. As the need for a transfer point from wheels to floats is necessary to serve the aircraft flying into the northern part of the Province, a suitable new location should be found.
- C.10.35 The Corporation's prime concern is with the activities on the land surrounding the airfields. There is increasing evidence that airports attract certain types of industrial development and hotels catering to air travellers. The noise of aircraft and the height restrictions imposed by the Federal Government on the runway approaches constitute a definite conflict with residential development.
- C.10.36 Recent developments in air cargo transportation have opened up the possibility of continental movements of freight within 24 hours. The trend towards increasing transportation of goods by air will be one of the most significant developments of the aviation industry during the next decade and should be taken into consideration when planning for the development of the terminal facilities themselves and the thorofare systems serving them.
- C.10.37 POLICIES AIR TRANSPORTATION
 - .1 TO MINIMIZE EXISTING CONFLICT AND TO ELIMINATE FUTURE CONFLICT BETWEEN AIRFIELDS AND ADJOINING USES OF LAND AND IN PARTICULAR TO GIVE SPECIAL ATTENTION TO THE RELATIONSHIP BETWEEN AIRFIELDS AND FUTURE LIVING AREAS.

- .2 TO CO-OPERATE IN THE PROMOTION OF THE METROPOLITAN COMMUNITY AS AN AIR FREIGHT TERMINAL AND DISTRIBUTION CENTRE BY PROVIDING EFFICIENT THOROFARE CONNECTIONS AND BY ANY OTHER MEANS.
- .3 TO EMPHASIZE THE POTENTIAL OF THE METRO-POLITAN COMMUNITY AS A SERVICE CENTRE FOR RECREATIONAL FLYING AND FOR TOURIST AIR TRAFFIC INTO THE CENTRAL AND NORTHERN PARTS OF THE PROVINCE.
- .4 TO PROMOTE AS A FEATURE OF THE PLAN AND IN CONSULTATION WITH THE AGENCIES CONCERNED, THE DEVELOPMENT OF FACILITIES FOR THE TRANSFER OF AIRCRAFT FROM WHEELS TO FLOATS.

UNDERGROUND AND OVERHEAD DISTRIBUTION SYSTEMS

- C.10.38 These are included in this Section because of their close relationship with the rights-of-way required by other movement systems. They include high-tension power lines, aqueducts, pipelines for all purposes.
- C.10.39 The announcement of large scale hydro electric development in the northern part of the Province may necessitate additional power rights—of—way in the Metropolitan area. The development of techniques for transporting solids or containers suspended in liquid indicate new uses for pipelines.
- C.10.40 Every right-of-way used by these systems constitutes a barrier to development to a varying degree and it is desirable to group these systems in adjoining or common rights-of-way to minimize their detrimental effect and to keep to a minimum the points of intersection with other movement systems. It is recognized that the extensive investment in the existing systems precludes any major consolidation of them but the detrimental effect of these systems should be considered when future rights-of-way are being planned and developed in consultation with the authorities responsible.
- C.10.41 POLICY UNDERGROUND AND OVERHEAD SYSTEMS

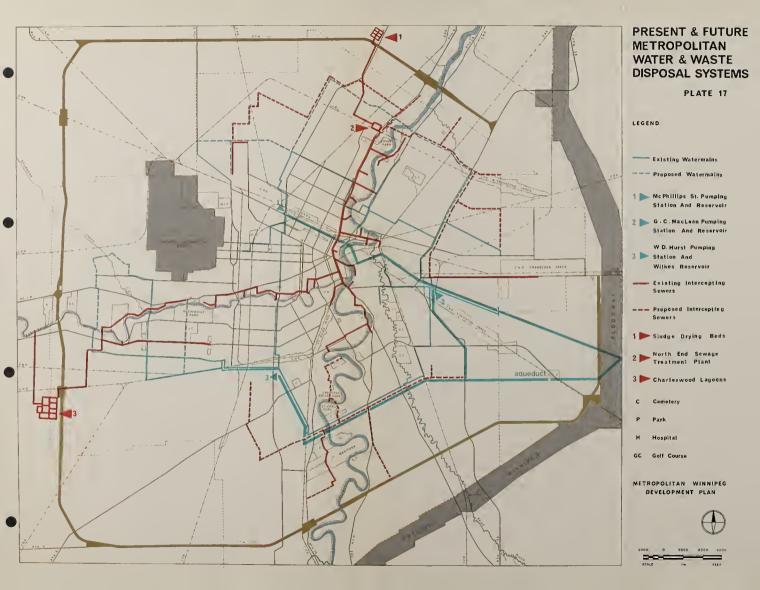
TO EMPHASIZE AND PROMOTE THE NEED FOR ADJOINING OR COMMON RIGHTS-OF-WAY, PARTICULARLY WHEN NEW RIGHTS-OF-WAY ARE BEING PLANNED AND ACQUIRED.

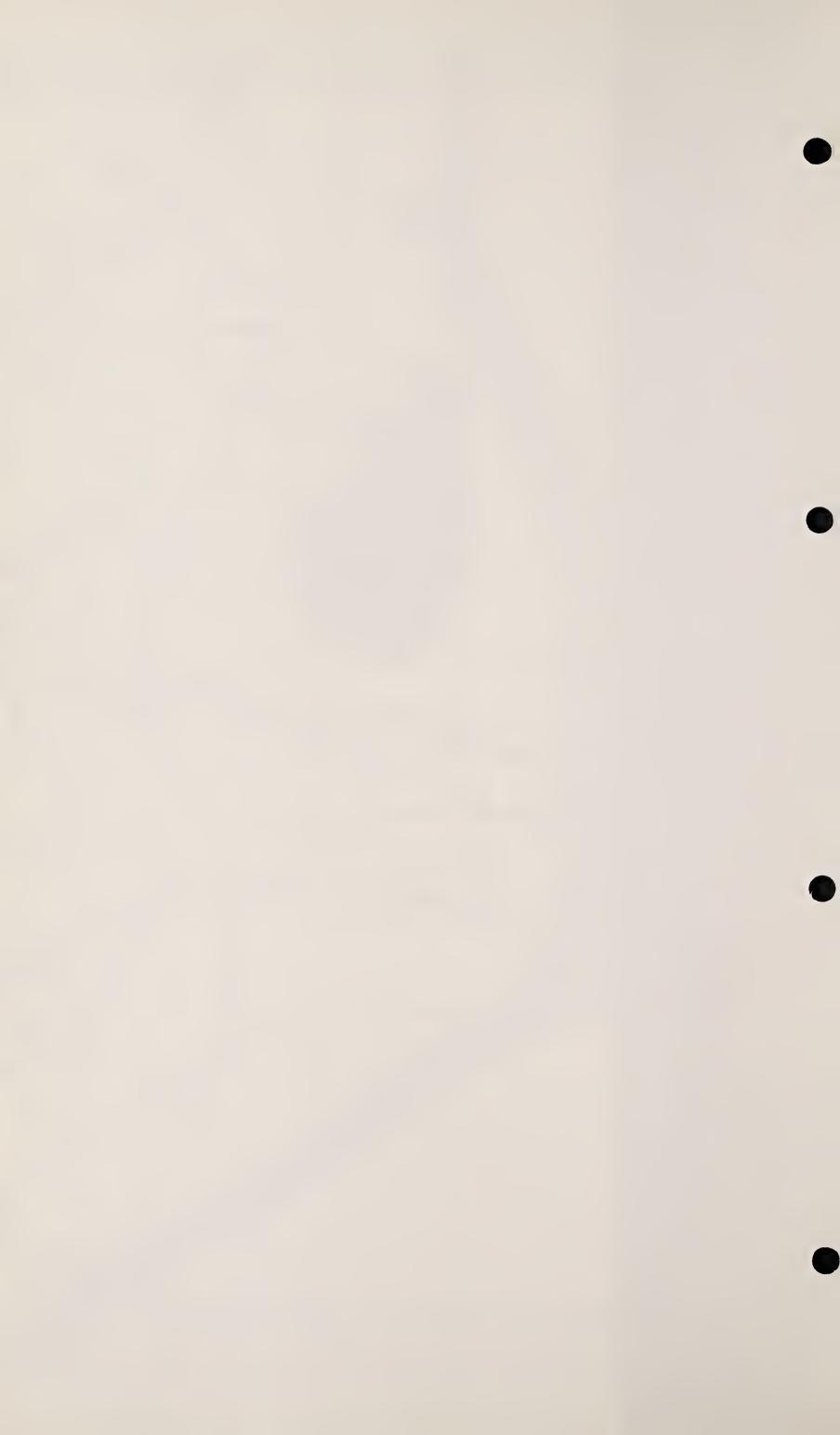
C.11.1 OBJECTIVE - WATER SUPPLY SYSTEM

TO SUPPLY THE MUNICIPALITIES OF THE METROPOLITAN AREA WITH POTABLE WATER, UNDER ADEQUATE PRESSURES, SUFFICIENT TO SUPPLY THE PRESENT AND ANTICIPATED FUTURE NEEDS OF THE URBAN COMMUNITY.

- C.11.2 The Corporation supplies water to the area municipalities at selected locations within each municipality, and distribution of the water from these points to the individual consumer is a municipal and not a Metropolitan responsibility. The responsibility of the Corporation for the supply of water is similar to that of the former Greater Winnipeg Water District except that the area to be served by the Corporation has been extended to include the whole of the Metropolitan area, as defined in the Act. In addition, the Corporation is responsible for storage, treatment, pumping and arterial distribution.
- C.11.3 The railway that links the Metropolitan area with the source of supply at Shoal Lake is an unique part of the system. In addition to providing communication the railway also produces revenue from the hauling of gravel.
- C.11.4 The plans and programs of the Corporation are based on a continuing review of requirements for water in the various sectors of the Metropolitan area, founded generally on the McLaren Report of 1961. 5 In addition, a comprehensive review of the water supply requirements for this area is being carried out by the Division's design staff, with the purpose of presenting recommendations for augmenting the present aqueduct from Shoal Lake, which will have reached its design capacity by about 1974.
- C.11.5 Plate #17 illustrates the system presently constructed and indicates future expansion within the time and growth period of the Plan. Allowance has been made for anticipated increases in rates of domestic and industrial water consumption.
- Since takeover of all domestic water pumping stations from the municipalities, the system has been integrated by the construction of a large pumping station and reservoir with inter-connected arterial feedermains, which permitted the decomissioning of three smaller pumping stations serving individual municipalities only. In a continuation of this program the McPhillips Street Pumping Station will be expanded and modernized and additional pumping stations and reservoirs will be constructed as required.

- .1 TO AUGMENT THE CAPACITY OF THE PRESENT AQUEDUCT BY THE TIME THAT IT HAS REACHED ITS DESIGN CAPACITY.
- .2 TO PROVIDE ADEQUATE TREATMENT FACILITIES SO THAT THE WATER IS OF SATISFACTORY QUALITY AT ALL TIMES.
- .3 TO PROVIDE ADDITIONAL INTEGRATED PUMPING AND STORAGE FACILITIES TO ENSURE ADEQUATE WATER SUPPLY.
- .4 TO MAINTAIN AND EXTEND THE PRESENT ARTERIAL FEEDERMAIN SYSTEM, BASED ON AN ORDERLY PATTERN OF GROWTH.
- .5 TO MAINTAIN ADEQUATE PRESSURES FOR ALL AREAS WITHIN THE METROPOLITAN BOUNDARY.
- .6 TO MAINTAIN A CONTINUING STUDY OF WATER USES AND CONSUMPTION IN THE URBAN AREA AND TO MODIFY EXISTING PLANS TO PROVIDE FOR ANTICIPATED CHANGES IN CONSUMPTION, INCORPORATING, AS THEY ARE DEVELOPED, ANY TECHNICAL IMPROVEMENTS.





C.12.1 OBJECTIVE - WASTE DISPOSAL SYSTEM

TO PROMOTE THE PUBLIC HEALTH AND WELFARE BY PROVIDING AN ADEQUATE AND EFFICIENT SYSTEM AND MEANS OF REGULATING, COLLECTING, CONVEYING, PUMPING, TREATING, AND DISPOSING OF, ALL DOMESTIC SEWAGE AND COMMERCIAL AND INDUSTRIAL WASTE PRODUCTS:

- C.12.2 Two components of urban waste, water-borne waste or sewage and solid waste or refuse, are dealt with separately because although they are inter-related the degree of the Corporation's involvement differs.
- C.12.3 There is a third form of urban waste which should be considered. It is the air-borne waste created primarily by industry and motor vehicles. The use of performance standards in industrial zoning permits the establishment and enforcement of standards for the control of air-borne industrial waste. A comprehensive program for the reduction of pollution generated by motor vehicles would have to be enforced by the authority licensing motor vehicles. The topography and climate of Metropolitan Winnipeg are such that "inversions" are rare and the effects of air pollution are not yet acute. However, air pollution should be controlled so that it does not become acute.

SEWAGE DISPOSAL SYSTEM

- C.12.4 In 1961 the Corporation assumed the responsibilities of the former Greater Winnipeg Sanitary District but the area of responsibility was increased to include all of the cities and municipalities in the Metropolitan area as defined in the Act. The Corporation is responsible for treating domestic and industrial sewage in the Metropolitan area and for the elimination of pollution in the Red and Assiniboine Rivers within the Metropolitan area and the Additional Zone. This responsibility includes the construction and operation of treatment plants and interceptor sewers to connect the treatment plants to the municipal trunk sewer systems.
- C.12.5 The system illustrated in Plate #17 is based on two reports of one commissioned by the Greater Winnipeg Sanitary District and the other by the Metropolitan Corporation, and presented to the Metropolitan Council in 1961. These reports have been reviewed and up-dated by the Corporation's staff in consultation with the authors of the original reports.

- C.12.6 The provision of sewage treatment works has been one of the principal considerations in determining the shape of future development. As a rule, new Living and Working Areas have been located where they can form a logical and economical extension to the existing sewage disposal system and the new extensions to this system now being constructed. This has made it possible to take advantage of economies of size in the construction of treatment plants and interceptor sewers. The costs of construction and maintenance of this and other service systems is one of the arguments in support of a reasonably compact urban area.
- On June 7th, 1967, the Metropolitan Council adopted the report of the Executive Director and the Director of Waterworks and Waste Disposal dated May 31, 1967, which provided for the construction of sewage treatment facilities for the south part of the Metropolitan area.
- C.12.8 In the process of dealing with the treatment facilities for the south part of the Metropolitan area, Council also considered a report from the Director of Planning, dated May 24th, 1967, dealing with the planning aspects of the provision of additional sewage treatment facilities. As a result of this consideration the policies indexed as C.12.12 were adopted.
- River pollution originating from the domestic and industrial wastes of the Metropolitan Winnipeg area will have been removed from the two Rivers with the completion of the treatment system for the south part of the Metropolitan area. However, this will not eliminate pollution entirely as the rivers will still be carrying a certain amount of up-stream pollution. This is a provincial and, in the case of the Red River, an international problem but the Corporation's program for improving the rivers as an amenity for the Metropolitan area will not be completely effective until the broader pollution problem is solved.
- C.12.10 It is the intention of the Corporation to provide sewage treatment for the whole of the present and future urban area. There are, however, certain limited areas where individual private disposal systems or septic tanks will be in use for some time. Where these have been permitted in the past and are functioning satisfactorily, it is unreasonable to deny an individual property owner the use of a system that his immediate neighbor has been using satisfactorily for years.

C.12.11 The standards for this limited use of septic tanks were established by Metropolitan By-law 564 - 1964. This by-law requires that each application be reviewed by the Corporation's staff in consultation with the local Health Unit before permission is given. It is proposed that the provisions of By-law 564 - 1964 be continued.

C.12.12 POLICIES - WASTE DISPOSAL SYSTEM

- .1 TO COMPLETE THE CONSTRUCTION OF THE SYSTEM ALREADY PLANNED WITHIN THE PERIOD OF TIME SET BY THE PROVINCIAL MINISTER FOR HEALTH AND TO ENSURE THAT NEW URBAN DEVELOPMENT IS WITHIN THE SERVICE AREA OF THIS SYSTEM.
- .2 TO URGE THE PROVINCIAL GOVERNMENT TO ELIMINATE UP-STREAM POLLUTION SO THAT THE EFFECT OF THE METROPOLITAN POLLUTION CONTROL PROGRAM WILL BE MAXIMIZED.
- .3 TO LIMIT THE USE OF PRIVATE SEWAGE DISPOSAL SYSTEMS AND TO MAINTAIN STANDARDS FOR THEIR CONSTRUCTION.
- .4 TO MAINTAIN A CONTINUING STUDY OF TECHNICAL IMPROVEMENTS IN THE SEWAGE TREATMENT SYSTEMS NOW IN USE AND TO INCORPORATE IN THE SYSTEMS AS THEY ARE DEVELOPED, ANY PROVEN TECHNICAL IMPROVEMENTS.

REFUSE DISPOSAL SYSTEM

C.12.13 OBJECTIVE - REFUSE DISPOSAL SYSTEM

TO ENSURE THAT THE URBAN AREA IS PROVIDED WITH A MEANS OF DISPOSING OF ALL URBAN SOLID WASTES IN ACCORDANCE WITH ADEQUATE STANDARDS OF ENVIRONMENTAL SANITATION.

C.12.14 One of the most urgent problems common to all urban communities is the disposal of the wastes that cannot be accommodated in a water-borne system. The condition of the ditches of rural roads near any urban area is a clear indication that urban residents have a problem with the disposal of some wastes that range in size from food cans to automobile bodies.

- C.12.15 The disposal of refuse is at present a municipal responsibility, although the Metropolitan Act envisages the transfer of this responsibility to the Corporation at some time. There has been a trend to inter-municipal arrangements for the use of "sanitary land-fill" sites for the disposal of certain types of garbage, particularly where new sites are to be established.
- There remains, however, the problem of disposing C.12.16 of refuse that cannot be dealt with by incineration or the sanitary land-fill method. A comparatively large site is needed where these wastes can be buried under carefully controlled conditions. This need can be most economically met by one site to serve the whole of the Metropolitan area operated under continuous supervision. This site should be located bearing in mind the need for adequate access but also the need for screening and operating the site so that it does not become an eyesore. Existing health and zoning by-laws and other regulations for the use of public streets make the storage or indiscriminate dumping of refuse an offence but the enforcement of these regulations is hampered by the lack of a suitable site where refuse of certain kinds can be disposed of.

C.12.17 POLICY

TO DESIGNATE, ACQUIRE AND OPERATE SITES FOR THE DISPOSAL OF ALL REFUSE.

C.13.1 OBJECTIVE - LAND DRAINAGE SYSTEMS

TO MAXIMIZE AS A FEATURE OF THE PLAN THE AMENITY POSSIBILITIES OF NATURAL WATER—COURSES IN THE METROPOLITAN AREA AND TO ENSURE AN EFFICIENT AND ECONOMICAL LAND DRAINAGE SYSTEM.

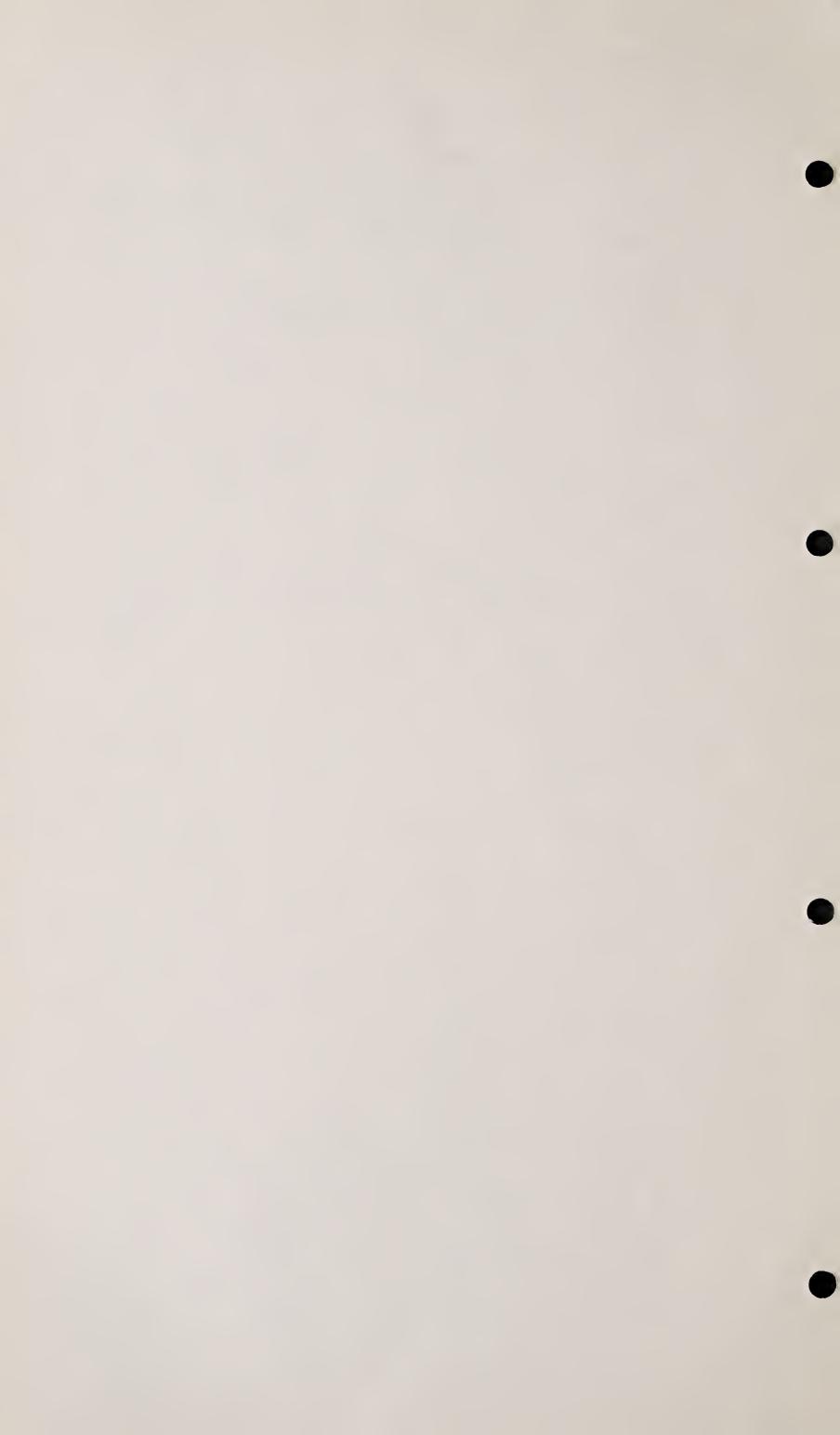
- C.13.2 The Corporation's present responsibility for land drainage is limited to dealing with the storm water that is introduced into the sanitary sewer system in those parts of the Metropolitan area where "combined" sewers are being used. The increases in volume of sewage caused by the introduction of storm water creates a need for additional capacity in interceptor sewers and treatment plants and also creates overloading in some of the older parts of the sewer system. This overloading is particularly serious as it can occur very quickly during rainstorms and apart from overloading the system it can cause the local sewers in residential areas to "back-up". It is for these reasons that the Corporation has established the policy that "combined" sewers can no longer be connected to the Metropolitan interceptor system.
- C.13.3 Although this policy is based on sound reasoning, it does not deal with the problem of handling storm water in the urban area. Storm drainage systems at present are the responsibility of individual cities and municipalities with, in some suburban areas, part of the responsibility resting with the Provincial Drainage Districts. These Drainage Districts are established primarily to deal with land drainage in the rural areas that form the larger part of the catchment basins of natural drainage channels. However, these catchment basins drain to the rivers through the urban area. Expanding urban growth results in increases in roof areas and paved surfaces which reduce the amount of storm water that can be dissipated by absorption into the ground and increases the amount of flowing water that must be drained eventually into the rivers.
- C.13.4 From time to time there have been discussions of inter-municipal systems to deal with land drainage. For example, engineering studies have been carried out recently in the East Kildonan-North Kildonan-St. Boniface-Transcona area; but so far no acceptable inter-municipal schemes have been implemented. The main problem is the comparatively high capital costs of an acceptable system and how the cost is to be shared by the community.

- C.13.5 The sharing of capital costs of land drainage cannot be done on the same basis as that for constructing interceptor sewers for the purpose of disposing of sanitary wastes because the benefits differ. The sanitary sewer system has a clear general benefit as the whole urban community enjoys the results of the reduction of pollution of the rivers. A land drainage system benefits only the catchment area that it serves and costs should therefore be carried by the area receiving the benefit. As has been mentioned, the problem arises because catchment areas do not coincide with the political boundaries.
- C.13.6 It is obvious that an expanding urban area must be provided with a suitable land drainage system or systems. Conditions dictate that this cannot always be done on a city or municipal basis. Some alternative method must therefore be found. The catchment areas served by the systems should pay the larger part of the cost as they receive the benefit. It can be argued that there is some limited general or metropolitan benefit as controlled flow of storm water into the rivers can be an advantage and an adequate land drainage system can be beneficial to the reputation of the metropolitan area as a place to live and work.
- C.13.7 In discussing land drainage systems there is one other aspect that should not be overlooked. The valleys of natural drainage channels should be wide enough to contain spring run-off and would therefore be large enough to provide a park amenity. Some success has been achieved in limiting the filling of creek valleys as development surrounds them, Sturgeon Creek in St. James and Assiniboia being an example of this.
- C.13.8 The system prevailing in Metropolitan Toronto indicates how the natural drainage channels can also provide a useful park amenity. In Toronto, arrangements have been worked out by the Municipality of Metropolitan Toronto and Region Conservation Authority, an authority covering the whole of the catchment area of the rivers draining through Metropolitan Toronto.
- The benefits of the Toronto System are quite apparent to anyone who has visited the area. The improvement of the river valleys both as channels for storm drainage and as park areas is one of the achievements of which the authorities involved are justly proud. It is therefore considered that an adaption of the Toronto system should be found that is applicable to our circumstances. An authority is needed to deal with water conservation and land drainage in the whole of the catchment basins of the natural watercourses that drain through the urban area into the rivers.

C.13.10

POLICIES - LAND DRAINAGE SYSTEMS

- .1 TO INVESTIGATE, IN CONSULTATION WITH THE PROVINCIAL GOVERNMENT, THE BASIS FOR A SUITABLE AUTHORITY FOR WATER CONSERVATION AND LAND DRAINAGE IN THE CATCHMENT BASINS OF THE WATERCOURSES THAT DRAIN THROUGH THE URBAN AREA INTO THE RIVERS.
- .2 TO ASSUME RESPONSIBILITY AS A FEATURE OF THE PLAN FOR THE OPERATION AND MAIN—
 TENANCE OF VALLEY PARKS PROVIDED THAT THE INITIAL COST OF ACQUISITION AND THE CONSTRUCTION AND MAINTENANCE OF DRAINAGE WORKS DOES NOT BECOME A METROPOLITAN CHARGE.



PART D

URBAN DESIGN

A Discussion of The Problems
Related to Urban Design and
A Statement of Objectives
and Policies Intended to
Improve Existing Conditions



D.1.1 OBJECTIVE - URBAN DESIGN

TO PROMOTE A HIGH STANDARD OF URBAN DESIGN THROUGHOUT THE COMMUNITY THROUGH THE IMPLEMENTATION OF THE POLICIES CONTAINED IN THIS PART.

- D.1.2 Reference has been made throughout the Plan to the importance of the appearance of the community. Residents enjoy with pride the real satisfaction which comes from living in a visually pleasing community. Visitors remember a community in visual terms; to them the standard of appearance is an indicator of the general level of prosperity, vitality and maturity of the community.
- D.1.3 This community, in common with many other North American communities, has been preoccupied with the provision of the basic requirements for survival; justifiable pride is taken in the pioneer tradition. Contemporary social and economic trends indicate however that as this community has now emerged from the pioneer era, resources can now be used for the creation of beauty in the urban environment, to acknowledge the basic human need for visual beauty. This quality is found in nature and there is no reason why it should not be found also in the urban community the most significant work of man.
- D.1.4 This Plan is concerned with the long-term effect of the actions that are taken today. The future will judge this generation not by the methods used or by the money saved in the community building process but by the degree of community concern for visual beauty as evidenced by the buildings and urban spaces now being created by our standard of urban design.
- D.1.5 Gordon Cullen in introducing his book "Town-scape" 7 writes of the weaving together of all the elements which make the environment of a city; the buildings, trees, nature, water, traffic and advertisement, and he comments:
- D.1.6

 "For a city is a dramatic event in the environment. Look at the research that is put into making a city work: demographers, sociologists, engineers, traffic experts; all co-operating to form the myriad factors into a workable viable and healthy organization. It is a tremendous human undertaking."
- D.1.7

 "And yet . . . if at the end of it all the city appears dull, uninteresting and soulless, then it is not fulfilling itself. It has failed. The fire has been laid but nobody put a match to it."

D.2 DOWNTOWN

D. 2.1 Downtown, the area of greatest intensity of use, the area which all the residents of the community share in common with one another, the centre of the city where the pedestrian is paramount, is of major importance to the community. The emphasis placed on its design and appearance should reflect this fact.

- D.2.2 Section C.5 has already dealt with the functional aspects of Downtown. While a more detailed conceptual study which will serve as a basis for the Detailed Area Plan for Downtown is now being prepared, the sketches included at the end of this Part indicate the sorts of ideas which should be included in the more detailed plans. Some of the ideas presented represent major expenditures of public and private capital, but others are more modest. This series of sketches has been prepared to illustrate a range of ideas, all of which are applicable to the Downtown area of this community. The sketches are not offered as firm proposals, but rather to create a realization of the opportunities that are available.
- D.2.3 The responsibility of government is threefold; to actively promote public awareness of the importance of the appearance of Downtown, to establish a high design standard in the building and works that it creates, and to devote a part of the resources at its disposal to the creation of features whose prime function is to create beauty. This third responsibility would include the creation of Downtown park spaces. Although these may be small in area if they are located with care and designed and developed with a functional use of materials, they can have an impact out of all proportion to their size and can serve to clarify and define the physical form of Downtown.

D.2.4 POLICIES - DOWNTOWN

- .1 TO ENSURE THAT THE VISUAL ASPECTS ARE GIVEN IMPORTANCE WHEN THE DETAILED PLAN FOR DOWNTOWN IS BEING PREPARED.
- .2 TO CO-OPERATE WITH THE PUBLIC AND PRIVATE AGENCIES CONCERNED WITH THE APPEARANCE OF DOWNTOWN.
- .3 TO USE THE LEGISLATIVE MEANS PROVIDED SUCH AS THE LAND-USE CONTROL BY-LAWS AND THE DESIGN CONTROL BY-LAW, TO PROMOTE A HIGHER STANDARD OF CIVIC DESIGN.

- D.3.1 The appearance of the existing General Service Areas has been found lacking. In the strips of commercial development along major streets, there is block after block of shops whose appearance has obviously not been considered in terms of the whole street. They appear disorganized, often ugly, sometimes run down rarely a source of attraction to customers or passers—by.
- D.3.2 A number of communities in Great Britain and Canada have made substantial in-roads into the problems of commercial areas of this kind, and the methods and results that they have used have application to the problems of this community. The "Norwich Plan" and its methods are well known. A group of Norwich merchants under the general guidance of the Civic Trust of Great Britain, with an architect appointed for the purpose, together, rehabilitated a shopping street in Norwich, with excellent results, both in appearance and increased business in return for relatively small expenditure. Co-operative effort of this kind by groups of merchants in General Service Areas can solve the parking and appearance problems which these areas face.
- D.3.3 However, experience indicates that a co-operative undertaking of this kind is not easy to organize and must be sustained after the initial enthusiasm and impetus has waned. For example, in Norwich it was necessary to organize co-operative effort again when the time came for periodic repainting of the buildings involved.
- D.3.4 There may be some instances where existing General Service Areas can be improved by public initiative through the use of the urban renewal legislation. However, bearing in mind that this problem, though general, occurs in scattered locations it seems likely that public urban renewal will occur only when a General Service Area forms part of a larger area covered by an urban renewal scheme. The improvement of a majority of these areas will, therefore, be as a result of private initiative supported by public policy.
- D.3.5. POLICY EXISTING GENERAL SERVICE AREAS

TO ENCOURAGE THE APPLICATION OF METHODS SIMILAR TO THE NORWICH PLAN TO EXISTING GENERAL SERVICE AREAS AND TO ADVISE GROUPS OF MERCHANTS INTERESTED IN THE APPLICATION OF THIS TYPE OF PROGRAM OF REHABILITATION FOR THEIR AREAS.

MAJOR THOROFARES

- D.4.1 The first indication of the approach to the urban area is the number of signs and billboards. It will of course be argued that the motorist requires some direction on approaching the city. This direction, however, can be given more efficiently and attractively by a directory island where the motorist can pull off the road, read the carefully designed directory and proceed on his journey. The directory island would eliminate the need for any but essential official highway signs in the undeveloped areas.
- D.4.2 The entrances to the urban area are through the General Service Areas whose appearance has been discussed in an earlier Section. The traveller is greeted by the occasional unsatisfactory dumping ground and a plethora of colors and signs competing for his attention. This aggressive individualism in signs particularly is self-defeating and the result is chaos. The choice of materials and colors, the marked lack of attention paid to the quality of appearance of drivein and other types of commercial uses, and lack of consideration for neighboring buildings are the undesirable features of part of the approaches to the community.

D.4.3 POLICY - MAJOR THOROFARES

D.4

TO ENLARGE THE SPATIAL AREA OVER WHICH THE DESIGN CONTROL OF THE PLAN EXTENDS TO INCLUDE THE APPROACHES TO THE METRO-POLITAN AREA; THE PERIMETER HIGHWAY AND OTHER MAJOR COMMUNICATION ROUTES.

D.5 COMMUNITY SERVICE BUILDINGS IN LIVING AREAS

- D.5.1 The community service buildings that form part of the Living Areas can make a considerable contribution to the appearance of the community. They can introduce a change in architectural scale and form and can create contrast and interest at significant points.
- D.5.2 Where community service buildings are grouped together, they should be sited and materials chosen in relation to one another. They should also be planned and designed within their context. An unbroken sea of asphalt parking space, service vehicles and loading docks are unpleasant neighbors for a group of dwellings. The solution to this problem is relatively simple through the use of screening, planting and siting of buildings, but is so rarely achieved.

- D.5.3 The Town Centre concept is described in the Section on Living Areas; it is a grouping of local community services to give a centre and visual focus to our large suburban residential areas. The design opportunities for an exciting environment within the Town Centre and also within smaller groups of community service buildings are many. Humphrey Carver sees it as an opportunity to bring excellence into our daily lives.
- D.5.4 What does a Town Centre look like? It is grouping of market place institutions, educational and
 spiritual uses, but as Mr. Carver points out that
 as none exist, a description must come from his
 imagination:

"Everyone has a special collection of places fondly recalled . . . The sources of such recollections are wonderfully diverse and all contribute to the picture of the Town Centre we desire."

"The Town Centre of this imagination consists of four quite distinct parts, each in the form of an open space with buildings faced upon it, and each part having a quite different mood and architectural character. They are at slightly different levels, separated by groves of trees and joined by broad walks with a few shallow steps. You can see from one square to another. Traffic is outside with parking areas at a somewhat lower level and there are entries to them at many different points, but none of this visible when you are inside the Town Centre. Two or three groups of high-rise apartment buildings are visible nearby and, on one side, there might be a wooded hill enclosing the view."

"The Town Centre is a place full of people.
They go there in cars and buses and on their feet. Some are in a hurry, some are deliberate in their purpose and some are just strolling.
All have closed behind them the doors of home and have come out to meet the world, to buy or sell, to learn or teach, to persuade or seek — or just to contemplate other people doing these things."

D.5.5

A Town Centre can then be put together in many ways; the advantages of it can be achieved in groupings of various sizes from the small shopping group to the major Town Centre described in Mr. Carver's book. If designers and developers will adopt the concept of the Town Centre and what it represents in human values, the community as a whole and the individual components of the Town Centre can benefit from the improved environment.

D.5.6

POLICY - COMMUNITY SERVICE BUILDINGS

TO PROMOTE A HIGH STANDARD OF CIVIC DESIGN IN COMMUNITY SERVICE BUILDING DEVELOPMENT AND TO EXTEND THE APPLICATION OF DESIGN CONTROL TO COMMERCIAL AND COMBINED COMMERCIAL AND RESIDENTIAL GROUP BUILDING PROJECTS, INCLUDING TOWN CENTRE LOCATIONS.

D.6

RESIDENCES

- Preference in the design and appearance of single-family houses is a matter of personal taste. However, individuality can be achieved within a framework of harmony. Most residential development today is done on a group basis by an individual builder constructing a number of homes on the same street. The opportunity to design homes which are individual and yet harmonious and to provide a unified streetscape without monotony is available; yet with very few exceptions it is rarely achieved.
- Many multiple residential buildings have been and are continuing to be built which are not acceptable in appearance and siting, particularly in a community concerned about urban design standards. Too many of the apartment buildings have been built row upon row like brick or stucco boxes along the major streets. They offer nothing to the community in terms of their appearance and very little to the occupants in terms of amenity and privacy.
- D.6.3 Variation in siting of single-family homes and apartments to give better use and enjoyment of the building site is more easily achieved if the group development method is used.

D.6.4 POLICIES - RESIDENCES

- .1 TO INCLUDE IN THE NEW LAND-USE CONTROL BY-LAWS A PLANNED BUILDING GROUP PROVISION WHICH CAN BE APPLIED TO GROUPS OF MULTIPLE-FAMILY RESIDENTIAL BUILDINGS, FOR THE PURPOSE OF ENCOURAGING IMPROVEMENTS IN RESIDENTIAL DESIGN AND SITING AND IN THE GROUPING OF RESIDENTIAL BUILDINGS.
- .2 TO EXTEND THE DESIGN CONTROL POWERS OF THE CORPORATION TO INCLUDE THE APPROVAL OF ALL MULTIPLE RESIDENTIAL STRUCTURES AND ALL PLANNED BUILDING GROUP PROPOSALS.

- D.7.1 Although the size and location of local school and park sites comes within the Corporation's planning responsibilities as they are important components of the Living Areas, their development is a local responsibility. The discussion here is therefore confined to the consideration of park and school sites in general, and their contribution to the amenity of the areas they serve.
- D.7.2 Some excellent results have been achieved or are being planned in the landscape development of local park and school sites in certain parts of the Metropolitan area. However, the overall standard is, as yet, poor, particularly with respect to school sites. It is considered that in the future much greater attention should be paid to the functional landscape development of these sites for the sake of the children and adults who use them, and the environment of the whole community.
- D.7.3 In Living Areas where the majority of the residents have growing families, it is understandable that the local park has come to be regarded as a place for active recreation. The fact that most local recreation programs are conducted with small budgets and predominantly volunteer staff has resulted in available resources being directed to the current recreation program, to the exclusion of any long-term effort to improve the appearance of the parks. There are, however, some notable exceptions to this rule and it is hoped that other local areas will begin to see that a considerable community benefit can be achieved by a long-term program for improving the appearance of local parks and school sites. Most communities have a group of enthusiastic and experienced gardeners who could be encouraged to contribute their time and skill to this aspect of the improvement of their environment.

D.8 WORKING AREAS

- D.8.1 Much can be done to improve the appearance of industrial working areas in the community. There are many examples of industry taking great pride in the face which it presents to the community but unfortunately there are far more examples where this factor is not considered to be of much importance.
- D.8.2 Although a high standard of appearance and general "housekeeping" may be difficult, particularly in certain types of heavy industry, and with small industries operating on a marginal basis, the standard of appearance and housekeeping is an indicator of the level of industrial management.

- D.8.3 In addition to the significance of appearance as an indicator of the quality of the operation and its management, there is the larger community concern; industrial management should acknowledge that it has a responsibility to its neighbors and to the community to ensure that it does not lower the general standard of appearance in its area.
- D.8.4 The development of industrial parks has resulted in a considerable improvement in both architectural design and the continuing appearance of the building and its site.

D.8.5 POLICIES - WORKING AREAS

- .1 TO EXTEND THE PROVISIONS OF THE DESIGN CONTROL BY-LAW TO COVER ALL INDUSTRIAL PARKS.
- .2 TO ENCOURAGE IMPROVEMENT IN THE APPEAR—ANCE OF EXISTING INDUSTRIAL AREAS WHERE THIS IS NECESSARY BY DEVISING METHODS APPLICABLE TO THESE AREAS.

D.9 SIGNS AND BILLBOARDS

- D.9.1 This community, in common with most North American communities, is concerned with the detrimental effect that signs and billboards can have on the appearance of the urban area and the approaches to it. The outdoor advertising industry itself, both nationally and locally has reacted to this expression of public opinion and has expressed its willingness to co-operate with public authorities in the formulation of controls intended to minimize and eliminate the detrimental effects of outdoor advertising.
- D.9.2 In order to give signs and billboards "impact", it has been the usual practice of the industry and the owners or renters of this form of advertising to resort to larger and larger signs with garish colours and lighting or movement to attract attention.
- D.9.3 There is some evidence to indicate that the industry and the users of signs and billboards are realizing that the larger and more garish signs and billboards are self-defeating when erected in numbers close together. There has been improvement in the size and shape of outdoor advertising structures and in their relationship to the buildings they serve and their surroundings. The design and use of colour on the signs themselves has improved.

- D.9.4 In acknowledging current improvements it must be emphasized that much remains to be done. It must also be emphasized that there is a wide range of outdoor advertising structures, and detailed regulations are necessary to deal with all conditions and circumstances. Detailed regulations of this kind do not form part of the Plan as they should be spelled out in the Development Control By-laws that form part of the process of implementation of the Plan.
- D.9.5 The function of the Plan is to establish principles that will then be incorporated in the regulatory by-laws. These principles are incorporated in the policies set out in subsequent Paragraph D.9.7. It should be emphasized that the prohibition of outdoor advertising structures is indicated for certain parts of the urban area and its environs and that limitations on size and approval of the design of the structure is also considered necessary.
- D.9.6 In establishing policies for signs the Corporation acknowledges that these will also apply to the signs which the Corporation itself erects.

D.9.7 POLICIES - SIGNS AND BILLBOARDS

- .1 TO SPECIFY IN DEVELOPMENT CONTROL BY-LAWS WHERE SIGNS AND OTHER OUTDOOR ADVERTISING STRUCTURES SHALL OR SHALL NOT BE PERMITTED.
- .2 TO CONTROL NEW SIGNS AND OTHER OUTDOOR ADVERTISING STRUCTURES BY CLASSIFYING THEM AS TO TYPE, SIZE, HEIGHT AND OTHER CHARACTERISTICS AND BY DEVELOPING REGULATIONS FOR THE CONTROL OF THE VARIOUS CLASSIFICATIONS.
- .3 TO ESTABLISH A PERIOD OF TIME AFTER WHICH ALL EXISTING SIGNS, AND OTHER OUTDOOR ADVERTISING STRUCTURES SHALL BE REQUIRED TO COMPLY WITH THE REGULATIONS ESTABLISHED TO CARRY OUT THE POLICIES OF THIS SECTION OF THE PLAN.

D.10 OVERHEAD WIRES

D.10.1 OBJECTIVE - OVERHEAD WIRES

TO PROMOTE THE USE OF UNDERGROUND WIRING SYSTEM.

D.10.2 Aerial construction for electrical and telephone wires is visually offensive in the urban area. The efforts being made by the agencies responsible for these services to convert to underground systems is evidence that this fact is well recognized.

- D.10.3 During the past two years there has been a significant trend to include underground wiring as a standard feature in new subdivisions. The reasons for this are not only because the method is more acceptable visually but because the Manitoba Hydro has introduced a method which makes underground wiring in residential subdivisions much more economically feasible than it was in the past.
- D.10.4 Winnipeg City Hydro is putting wires underground in the downtown, and the resulting improvement in the appearance of the streets where this has been done is quite marked. This program should be encouraged to continue as rapidly as possible. The elimination of trolley buses from the Transit System will allow the removal of more overhead wires as soon as the conversion has been completed.
- D.10.5 The subdivision by-law of the Corporation that will follow the adoption of the Plan will deal with the question of overhead wires in new Living Areas. The problem remains to encourage the development of a program for the elimination of overhead wiring in those areas where no program now exists; in existing developed areas, and in areas of redevelopment.
- D.10.6 POLICY OVERHEAD WIRES

TO PROHIBIT THE USE OF OVERHEAD DISTRIBUTION SYSTEMS IN NEW AREAS OF DEVELOPMENT AND TO USE THE MEANS AVAILABLE TO ENCOURAGE AND ASSIST IN THE IMPLEMENTATION OF PROGRAMS FOR UNDERGROUND WIRING WHERE SUCH PROGRAMS DO NOT NOW EXIST.

- D.11 GENERAL COMMENTS
- D.ll.l The importance of urban design has been stated and areas of particular concern have been commented upon. Who, then, is responsible for urban design, and by what methods can the community achieve a high standard?
- D.11.2 Although the Corporation attaches importance to the views of architects and designers as this is their field of expertise, the only way to completely control design is to be the client. While the architect or designer can and should influence his client, it is the client who makes the final decision. In the case of buildings where no architect or designer is employed, the opportunity to influence the owner to adopt a high standard of design is lacking and the community is dependent on the building owner's personal opinion of the importance of appearance.

- D.11.3 The Corporation can pursue its goal in two ways. First, by ensuring a high standard in the design and maintenance of buildings and works for which it is responsible. Second, by exercising legislative design control.
- D.11.4 The Corporation exerts a measure of design control at the present time. Development for three special areas of downtown requires approval of the Council acting on the advice of the Director of Planning and the Advisory Civic Design Committee. This committee consists of representatives of the Manitoba Association of Architects, the Association of Professional Engineers of Manitoba and the Winnipeg Builders Exchange. It must be acknowledged, however, that the effect of this method is limited and that under the present terms of reference, it is only a means of preventing the most obvious and blatantly vulgar blunders.
- D.11.5 As it is the intention of the Corporation to expand considerably the scope of the Design Control By-law, implementation will have to be staged over a period of time. It will also be dependent on revision of the enabling legislation.
- D.11.6 The Corporation is aware of the fact that even the most stringent design control is but one of the methods of attacking the problem and by itself will not produce a community of great beauty. The success of the design always rests with the skill of the designers and the final decision always rests with the client. The Corporation considers that an overall good minimum standard can be achieved through design control.
- D.11.7 The Corporation has no wish to curtail the freedom and imagination of the designer. On the contrary, it wishes to encourage a raising of standards so that the designer is spurred on to his best effort. But an individual building must be regarded as a part of its immediate area and the responsibility of client and designer to the community must be acknowledged.

D.11.8 POLICIES - GENERAL

- .1 TO EXTEND THE APPLICATION OF THE DESIGN CONTROL BY-LAW WHEN THE NECESSARY LEGISLATIVE CHANGE HAS BEEN MADE.
- .2 TO ENSURE A HIGH STANDARD OF DESIGN IN THE BUILDINGS, WORKS AND SIGNS THAT ARE THE RESPONSIBILITY OF THE CORPORATION.



THE FOLLOWING SKETCHES ILLUSTRATE SOME OF THE CONCEPTS

- 18 A A TYPICAL DOWNTOWN LANE
- 18 B LIGHTING INTRODUCED AND CLUTTER REMOVED
- 18 C CONVERSION TO PEDESTRIAN USE
- 18 D CONVERSION TO ENCLOSED PEDESTRIAN MALL
- 19 A EXISTING DOWNTOWN STREET
- 19 B CLUTTER REMOVED ENCLOSED ENTRY TO A GROUP OF STORES
- 20 A ENCLOSED PEDESTRIAN MALL CONCEPT APPLIED TO A DOWN-TOWN STREET
- 20 B POLO PARK AN EXISTING ENCLOSED PEDESTRIAN MALL
- 21 A 21 B WARD LANDSCAPE TREATMENT OF DOWNTOWN OPEN SPACE
- 22 A A TYPICAL DOWNTOWN STREET WITH VEHICLE PRIORITY AND NO PEDESTRIAN SHELTER
- 22 B VERTICAL SEPARATION OF PEDESTRIANS AND VEHICLES
- 22 C DEVELOPMENT OF BELOW GRADE PEDESTRIAN MALL
- 23 SMALL SQUARE WITH OPEN AIR RESTAURANT
- 24 BUILDING SET BACK TO ALLOW DIVERSION OF THE SIDEWALK



A TYPICAL DOWNTOWN LANE



LIGHTING INTRODUCED AND CLUTTER REMOVED



CONVERSION TO PEDESTRIAN USE



CONVERSION TO ENCLOSED PEDESTRIAN MALL



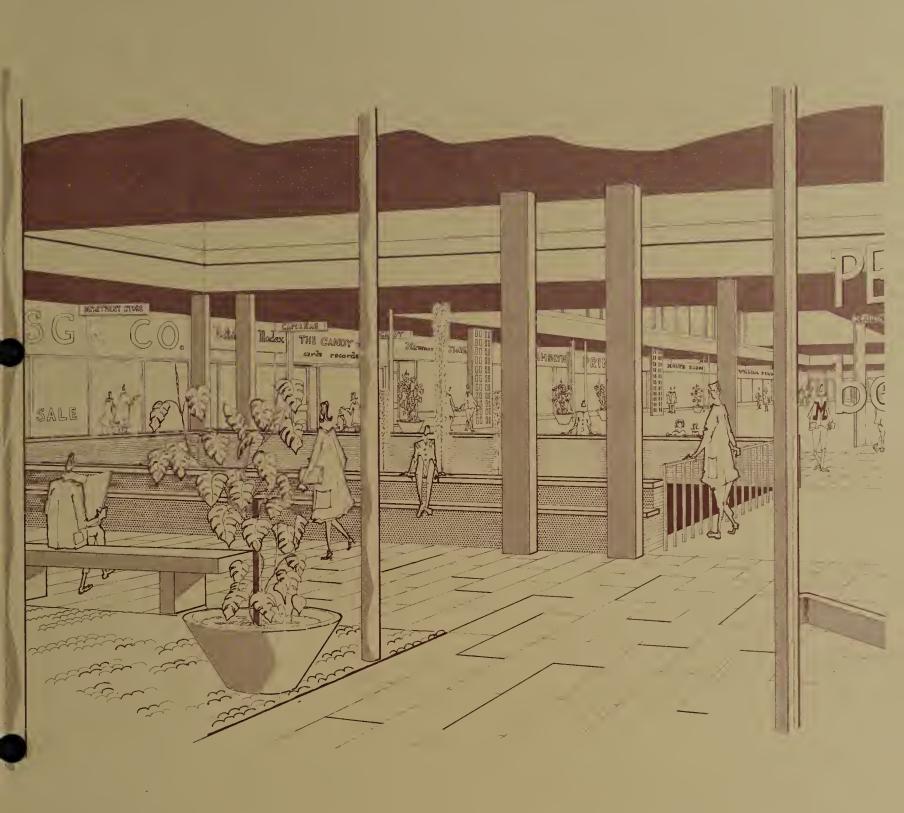
EXISTING DOWNTOWN STREET



CLUTTER REMOVED ENCLOSED ENTRY TO A GROUP OF STORES



ENCLOSED PEDESTRIAN MALL CONCEPT
APPLIED TO A DOWNTOWN STREET

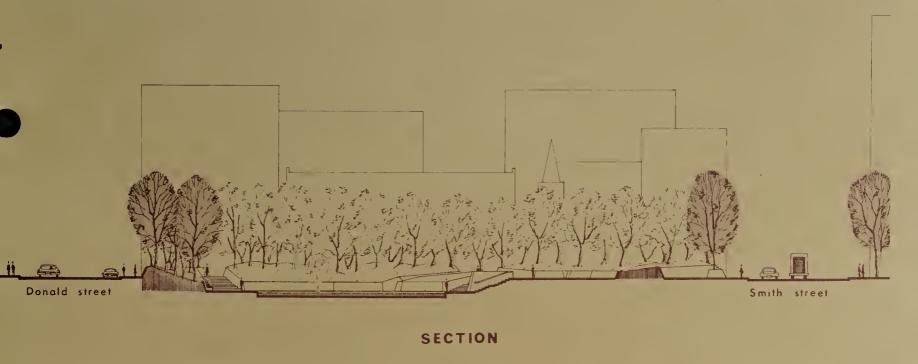


POLO PARK
AN EXISTING ENCLOSED PEDESTRIAN MALL

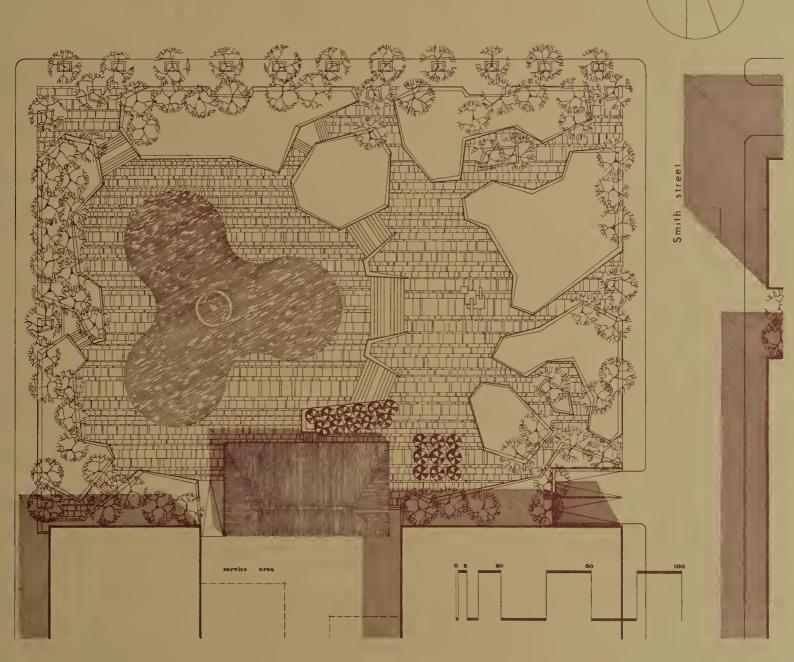
SECTION



URBANE LANDSCAPE TREATMENT OF DOWNTOWN OPEN SPACE



Graham avenue

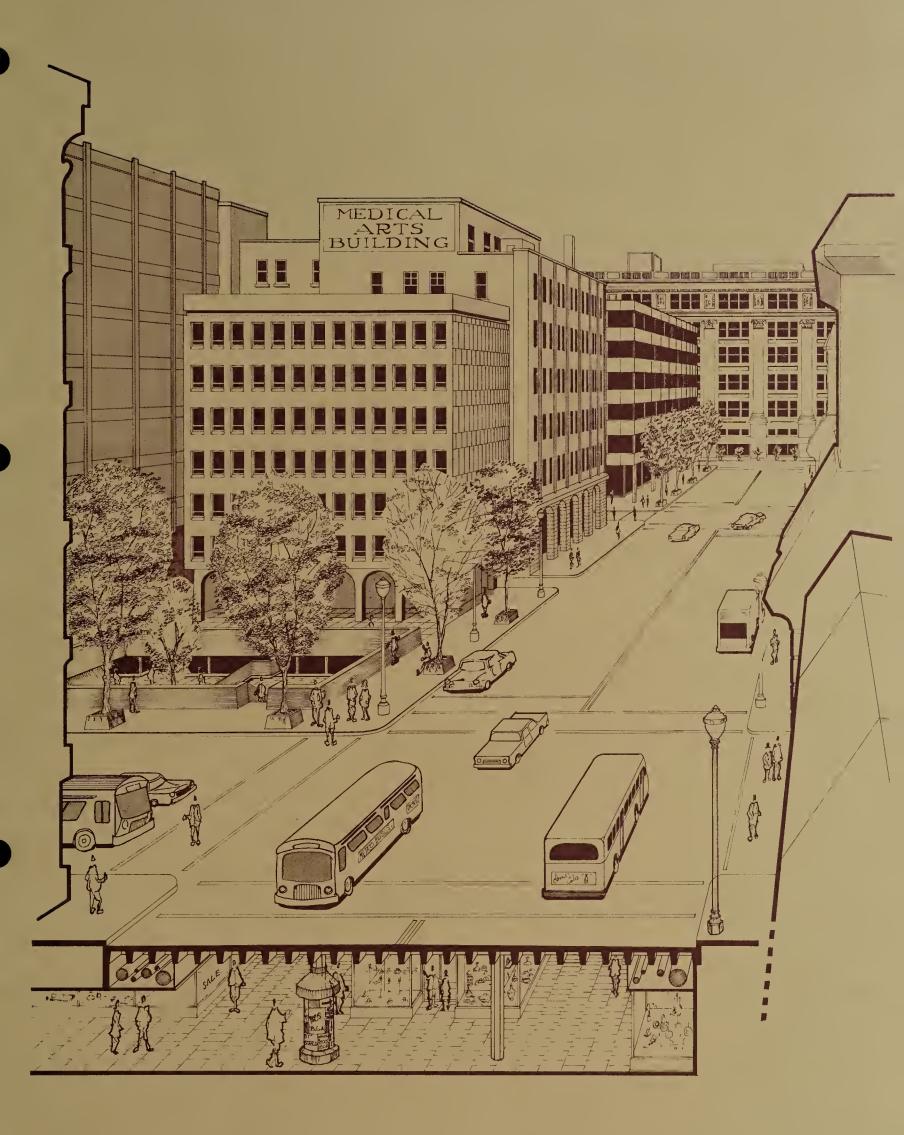


Donald street

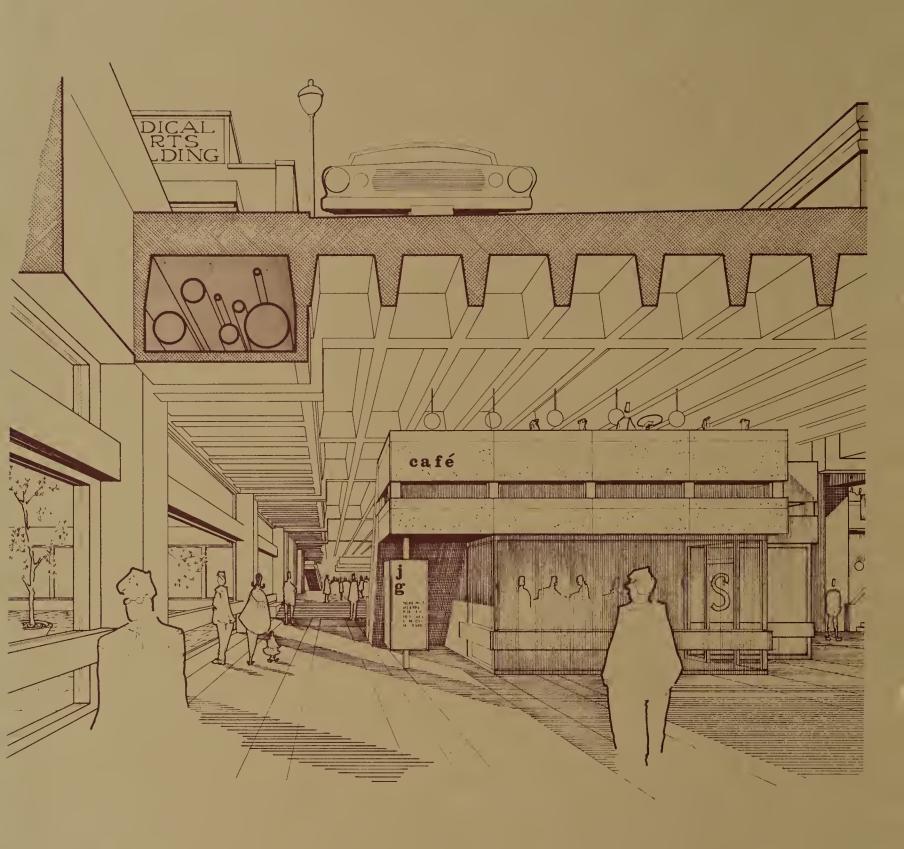
PLAN



A TYPICAL DOWNTOWN STREET WITH
VEHICLE PRIORITY AND NO PEDESTRIAN SHELTER



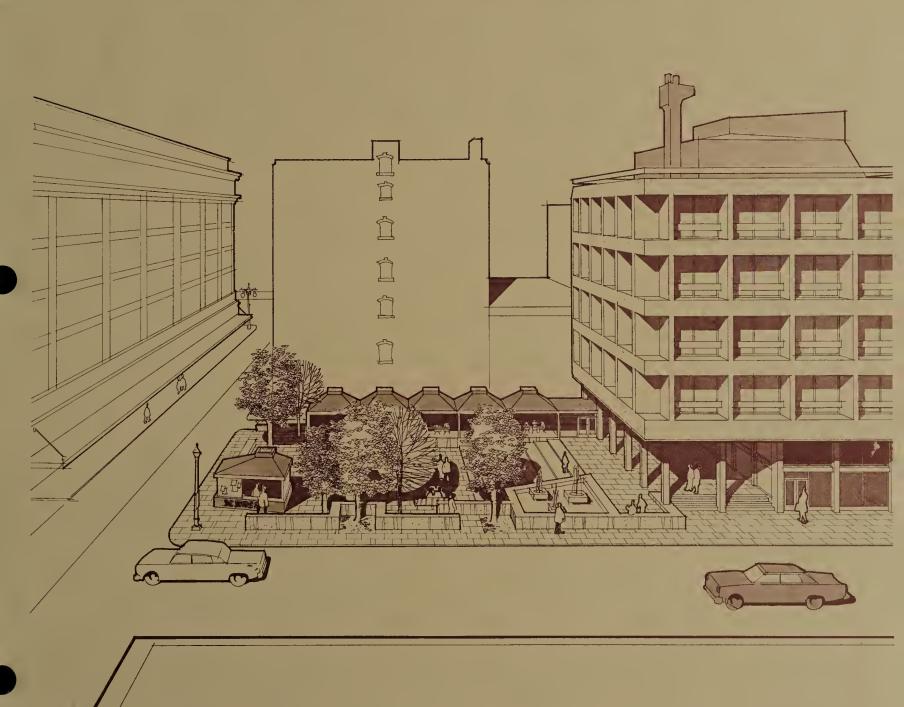
VERTICAL SEPARATION OF PEDESTRIANS AND VEHICLES



DEVELOPMENT OF BELOW GRADE PEDESTRIAN MALL



SMALL SQUARE WITH OPEN AIR RESTAURANT

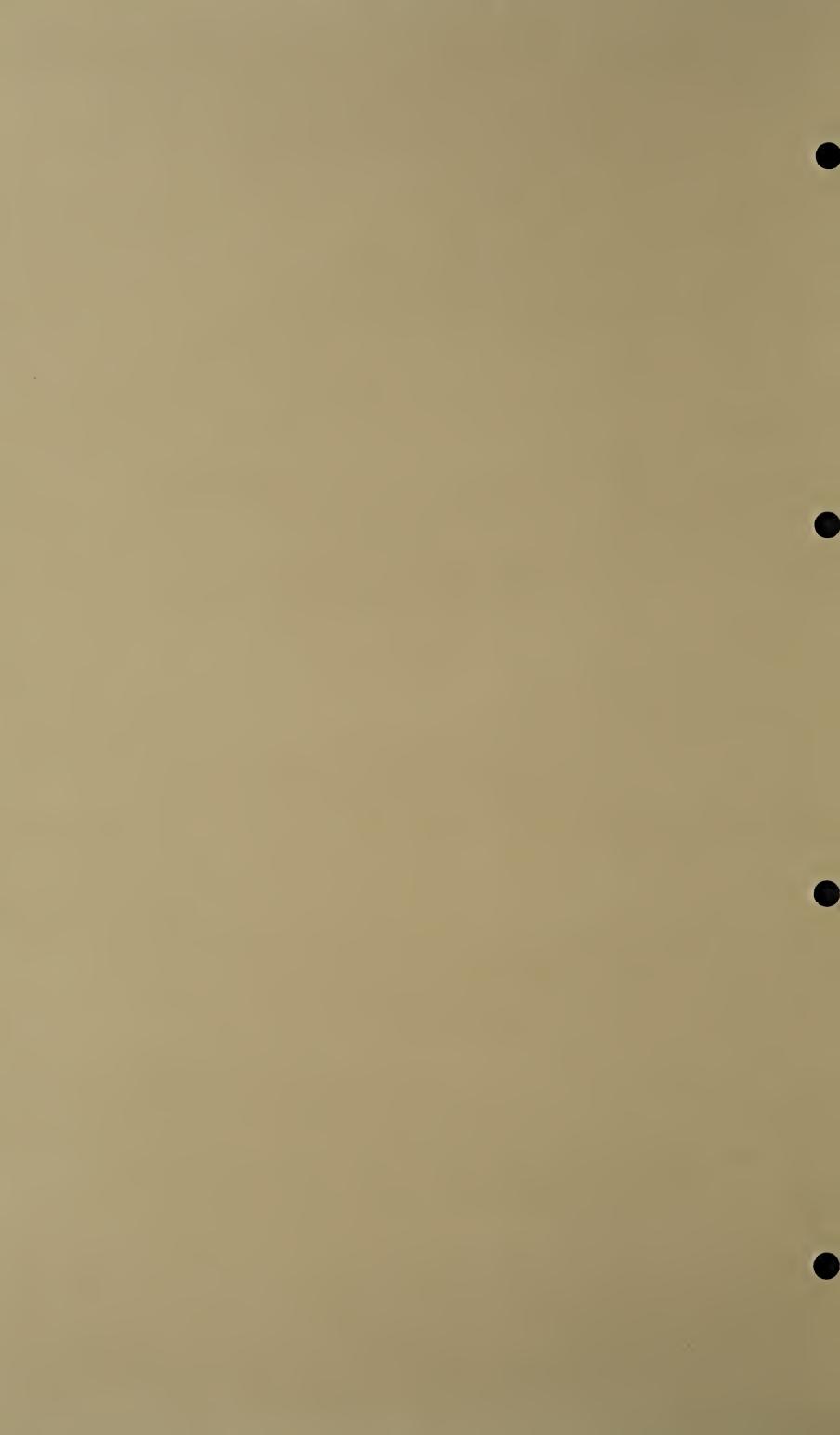




PART E

FUTURE PLANNING TASKS

A STATEMENT OF PLANNING TO BE DONE TO EXPAND, CLARIFY AND IMPROVE THE GENERAL POLICIES ESTABLISHED BY THE ADOPTION OF THIS PLAN.



- E.1.1 As has been emphasized throughout the Plan, its adoption is the beginning rather than the end of a process that is intended to direct the growth of the metropolitan community towards the objectives specified in the Plan.
- E.1.2 Reference has been made to the need for further studies that will amplify and improve the scope and effect of the Plan. In addition, observation of the effects of the Plan makes it possible to modify and improve present policies so that they can be focussed more sharply on the objectives. As these future studies are completed they will be considered and incorporated in the Plan as additional numbered Supplements. In some cases new policies will be added or existing policies amended; in other cases a supplement will serve to reinforce and further describe the reasons for policies already established.
- E.1.3 The following Sections are not intended as an all-inclusive program of future planning work but as examples of the kind of work that is envisaged. It should be noted that the studies described include both questions relative to the administrative planning responsibilities of the Corporation and also the development of additional long-range objectives and policies.

E.1.4 OBJECTIVE - FUTURE PLANNING

TO AMPLIFY, IMPROVE AND AMEND THE SCOPE OF THE PLAN BY THE PREPARATION AND ADOPTION OF SUPPLEMENTS, AND TO REVIEW THE PLAN AND ITS SUPPLEMENTS FROM TIME TO TIME AND PRODUCE A CONSOLIDATION TO REPLACE THE ORIGINAL PLAN.

E.2 DETAILED AREA PLANS

- E.2.1 The Plan is a general statement of policy and the next stage in the planning process is to apply these general policies to specific parts of the Metropolitan area where development and redevelopment will be concentrated in the immediate future and to produce detailed area plans for these areas.
- E.2.2 The preparation and adoption of these detailed plans will be one of the continuing responsibilities of the Corporation. Some work has already been done in this direction, particularly in the part of Rosser annexed to the City of Winnipeg, and the recently serviced part of Charleswood.

- E.2.3 As a general principle, the detailed plans will be prepared by the Corporation's own staff when there is no other practical method of getting them done; where the complexities of land ownership or of other local conditions make the development of the area unattractive to private developers; or where there are metropolitan aspects or considerations that should be given priority.
- E.2.4 Some are likely to be prepared by others working in close consultation with the Metropolitan Planning Division. These may be consultants working for the Corporation or for other levels of government, under Federal-Provincial-Municipal urban renewal agreements for example.
- E.2.5 The overriding responsibility of the Corporation is to ensure that the detailed area plans are prepared and satisfy the objectives and policies contained in this Plan.
- E.2.6 OBJECTIVE DETAILED AREA PLANS

TO ENSURE THAT DETAILED AREA PLANS ARE PREPARED AND ADOPTED FOR THOSE AREAS WHERE DEVELOPMENT OR REDEVELOPMENT IS IMMINENT, AND TO ENSURE THAT THE DETAILED AREA PLANS SATISFY THE OBJECTIVES AND POLICIES CONTAINED IN THE PLAN.

E.3 FISCAL PLANNING

E.3.1 OBJECTIVE - FISCAL POLICY

TO DEVELOP A SYSTEM FOR THE ORDERLY ALLOCATION OF FINANCIAL RESOURCES ON A CONTINUING BASIS.

E.3.2 Once broad objectives have been established the implementation of a planning program implies the management and allocation of resources because the expansion of public services has to be paid for. The setting of priorities becomes an important part of the planning process.

- E.3.3 The financial capacity of the Corporation over time must be assessed and the cost of converting plans into reality on the ground must be estimated. The assessment of the Corporation's financial capacity must be done against a background of the financial capacity of the whole Metropolitan area. It should reflect the probable effects of the needs of other governments whose spending is based wholly or in part on the financial capacity of the Metropolitan area. This broad examination of the relationships between the financial needs of governments and the ability of the Metropolitan area to meet these needs will raise questions of intergovernmental priorities.
- E.3.4 In order to provide the Corporation with adequate base data for the formulation of a fiscal plan the present budgeting practices should be expanded to show in as much detail as possible an estimate of the Corporation's capital requirements in time stages and also a similar estimate of the capital requirements of the area municipalities. It would summarize the estimated requirements and relate this to an estimate of realty assessments for the whole area and for the same time stages. Particular attention should be given to the inter-relationship of individual expenditures of the various local governments; i.e., Metro, municipalities, and school boards and divisions. For example, the supplying of sewer and water service for a new living area creates the need for new streets, schools and extended bus service. The fiscal plan should also be concerned with the significant secondary benefits that can flow from an expenditure; for example, the location and timing of a public expenditure could create a substantial asset by influencing the location and timing of private development.
- E.3.5 The Council would consider, modify and finally adopt the fiscal plan in the same way that it is now dealing with physical planning. The following policy is intended to initiate the first exploratory phase of this work.

E.3.6 POLICY - FISCAL PLANNING

TO PREPARE A FISCAL PLAN FOR THE ALLOCATION OF RESOURCES FOR ACHIEVING THE OBJECTIVES OF THE DEVELOPMENT PLAN. THE FISCAL PLAN OF THE CORPORATION TO BE CO-ORDINATED WITH THE FISCAL PLANNING OF THOSE OTHER GOVERNMENTS THAT RELY ON THE CAPACITY OF THE METROPOLITAN AREA TO SUPPORT ALL OR PART OF THE PROGRAMS FOR WHICH THEY ARE RESPONSIBLE.

SYSTEMS AND STANDARDS FOR JOINT RESPONSIBILITIES

E.4

- E.4.1 It has been indicated in preceding parts of the Plan that additional detailed study is necessary to clarify the relationship between certain metropolitan responsibilities, parks for example, and local and Provincial responsibilities. These responsibilities should be considered collectively as they are all intended to serve the same group of people - the residents of the metropolitan area. To do this it is necessary to identify and establish a metropolitan system covering all parks and to set up standards for their development thus ensuring that there is no duplication of service and that the total allocation of public resources for parks is used to maximum advantage. The same consideration needs to be given to both local school sites and the areas for establishments for higher education.
- E.4.2 It is obvious, however, that the division of responsibility necessitates close liaison with the other public agencies involved, particularly as much of the specialized planning work is likely to be done by the staffs of these agencies. This is a further instance where the prime planning responsibility of the Corporation is to ensure that this type of service is provided as part of a coherent metropolitan pattern and that the standards for the component parts of the pattern are adequate.
- E.4.3 OBJECTIVE SYSTEMS AND STANDARDS

TO DEVELOP AS FUTURE SUPPLEMENTS TO THE PLAN AND IN CONSULTATION WITH THE OTHER AGENCIES CONCERNED, SYSTEMS AND STANDARDS FOR THE PROVISION OF PARKS, SCHOOLS AND OTHER SIMILAR SERVICES.

E.5 ADMINISTRATIVE TECHNIQUES

- E.5.1 The objectives and policies established in the Plan provide the basis for a number of programs. In many cases the administrative techniques necessary for the operation and management of these programs are already established. Continued improvement is necessary but this is likely to be based on the techniques that have been evolved since 1961.
- E.5.2 In addition, the Plan establishes as features of the Plan, new objectives for which administrative techniques have not yet been established; the provision of Town Centres and pedestrian protection in Downtown being examples. In these cases further detailed study will be necessary to ensure that the legal basis is adequate and to establish the administrative techniques for these new programs.

E.5.3 OBJECTIVE - IMPROVEMENT OF ADMINISTRATIVE TECHNIQUES

TO IMPROVE EXISTING ADMINISTRATIVE TECHNIQUES AND TO ESTABLISH, AS SUPPLE-MENTS TO THE PLAN, THE ADMINISTRATIVE TECHNIQUES NECESSARY TO CARRY OUT THE NEW PROGRAMS SPECIFIED AS FEATURES OF THE PLAN.

E.6 DEVELOPMENT CONTROL

E.6.1 The staged system of development control and the relationship between the Plan, the detailed area plans and the Land-Use Control By-laws have been described in principle in the Introduction to Part C dealing with Urban Growth. In addition, certain standards and conditions will be incorporated in a new by-law dealing with the subdivision and resubdivision of land. These policies imply changes in the techniques of development control that have been evolved since 1961 and before the metropolitan Zoning By-law or Subdivision By-law can be enacted the implications of changes in techniques must be considered in detail and administrative methods must be worked out.

E.6.2 OBJECTIVE - DEVELOPMENT CONTROL

TO DEVELOP AND ADOPT, AS SUPPLEMENTS TO THE PLAN, DETAILS OF A METHOD OF DEVELOP-MENT CONTROL THAT WILL PROVIDE PROTECTION AND IMPROVEMENT FOR THE EXISTING ENVIRON-MENT, AND FLEXIBILITY FOR THE DEVELOPER, WITHIN A FRAMEWORK OF UNIFORM METROPOLITAN CONTROL ADMINISTERED AND IMPOSED BY THE ENACTMENT OF BY-LAWS PURSUANT TO S.83 PART IV OF THE METROPOLITAN WINNIPEG ACT.

E.7 THE REGIONAL CONTEXT

E.7.1 In preparing this Plan, priority has been given to the need for policies for the urban area itself as this was clearly indicated by prevailing conditions and by the enabling legislation. However, it is apparent that there are a close and important series of relationships between the urban area and the surrounding region and that the development of the urban area will affect, and be affected by, what happens in the region.

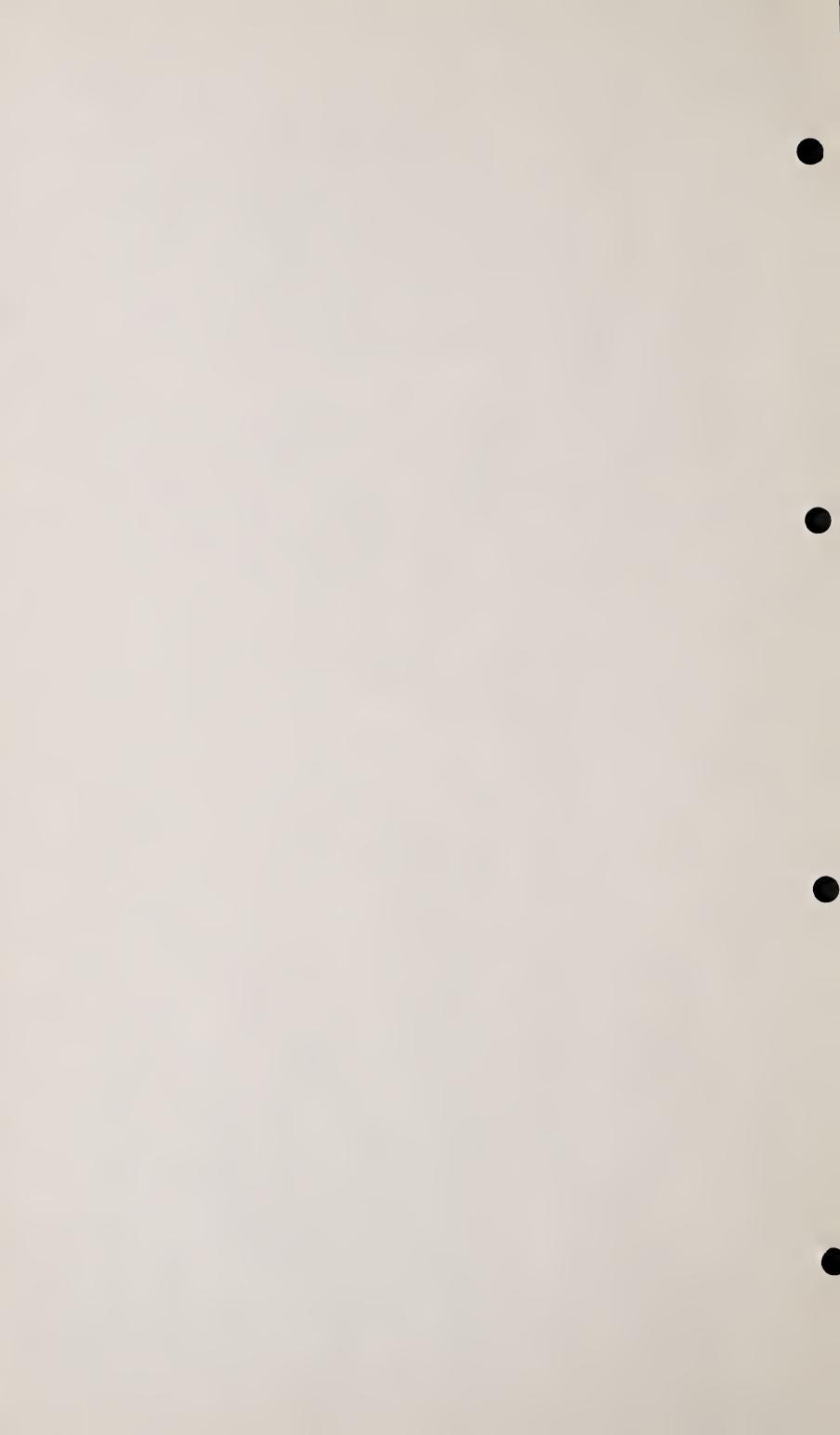
- E.7.2 The geographical limits of the region will vary with the relationship being considered; for example, the limits can vary from the Metropolitan area and the surrounding municipalities, being the region most directly affected, to the whole of the Province and parts of Northwestern Ontario and North Dakota and Minnesota, being the region served by the specialized medical and other personal services provided by Metropolitan Winnipeg.
- E.7.3 With the adoption of the Plan, it will be possible to devote some time to the consideration of the wider question of the function of the Metropolitan area as a regional centre; to examine in some detail the important economic and social linkages between Metropolitan Winnipeg and the other urban centres in the Province and to understand more clearly the inter-dependence of the metropolitan community and the rural region that surrounds it. As the Province grows and as communications and transportation improve, these linkages and relationships become more important.
- E.7.4 Bearing in mind the geographical limitations of the Corporation's responsibilities, the study of the regional functions of the metropolitan community will have to be undertaken in consultation with the Provincial Government. As a beginning, it is proposed to prepare a detailed statement of the need for studies of this kind and their scope.
- E.7.5 OBJECTIVE REGIONAL CO-ORDINATION

TO EXAMINE THE RELATIONSHIPS BETWEEN METROPOLITAN WINNIPEG AND THE SURROUND-ING REGION IN CONSULTATION WITH OTHER INTERESTED PUBLIC AGENCIES.

- E.8 DATA BANK
- E.8.1 The prerequisite for effective planning is the accumulation of factual information about the urban area in a co-ordinated, up-to-date, and usable form. It is necessary to build up a collection, or "bank" of facts, that are readily available to serve as a basis for policy decisions.
- E.8.2 The type of facts needed include detailed information about population and the movements of people and goods, the condition and use of buildings and land, and the value of real property, to name some of the most obvious.

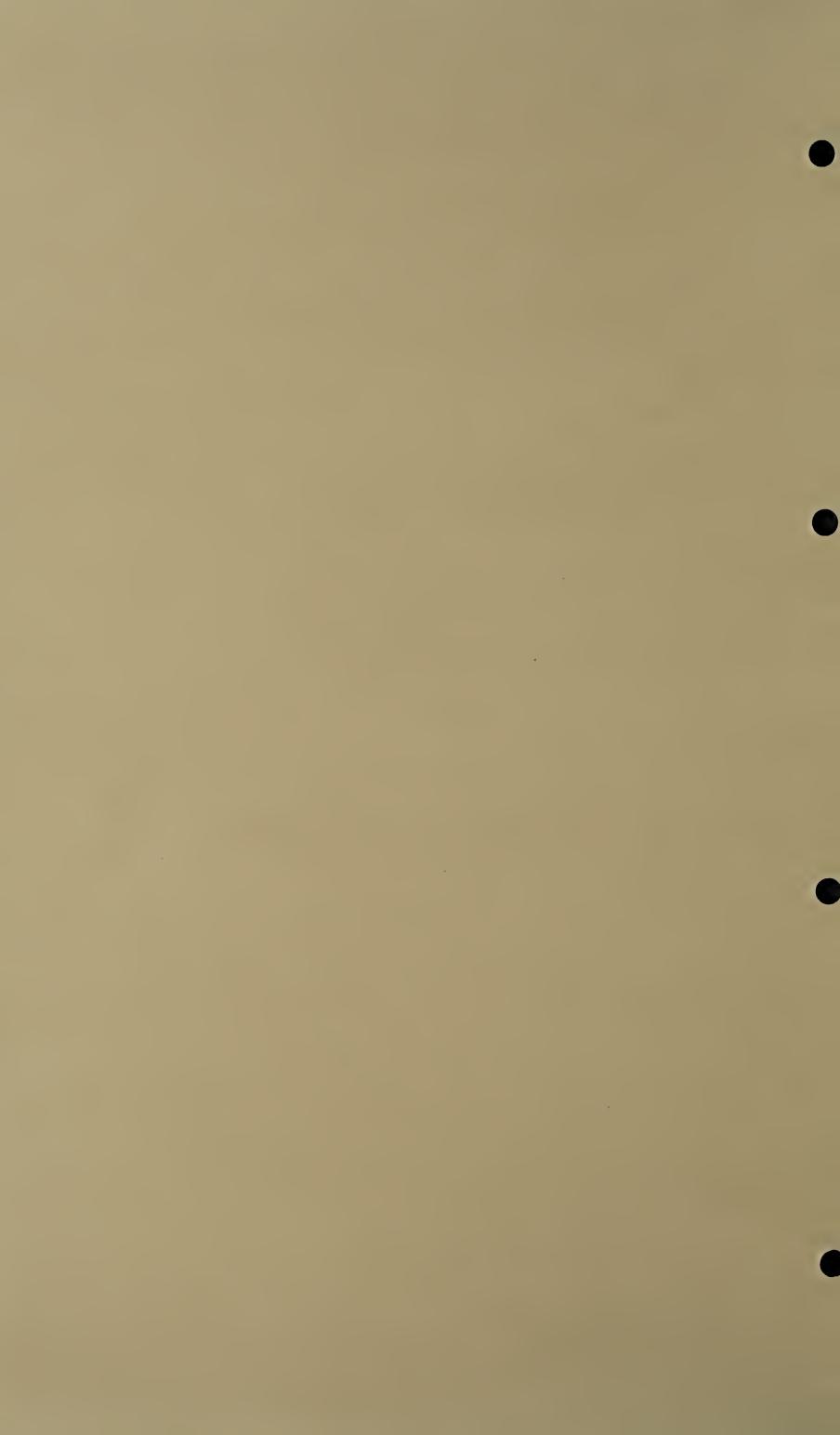
- E.8.3 The use of electronic data processing (E.D.P.) systems makes it possible to handle large quantities of data and to prepare tabulations and summaries that were possible previously only by the use of time consuming manual methods. Electronic data processing also makes it possible to keep data up to date, thus avoiding the most serious shortcoming of manual methods -the fact that decisions were based on information that had been collected and evaluated over a period of months, or perhaps years, and was therefore out of date before it was used. The need for up-to-date information is particularly important for a planning agency with responsibility for day-to-day decisions as these should be based on conditions existing now rather than those that prevailed months or perhaps years ago.
- As the Corporation is responsible for assessment, for the administration of building and development controls and for the operation of the major street system and for water supply and sewage treatment, much of the information for the Data Bank is readily available. Over the past years it has been possible to establish liaison with other local and national agencies who collect for their own purposes information that supplements the data that can be obtained from the Corporation's own operating departments.
- E.8.5 It is proposed to continue to develop the Data Bank, to explore additional sources of information, and to take advantage of Electronic Data Processing techniques in order to establish the most accurate and up-to-date factual basis for both immediate and long-range planning decisions.
- E.8.6 OBJECTIVE DATA BANK

TO DEVELOP A DATA BANK USING ALL AVAILABLE SOURCES OF INFORMATION IN ORDER TO PROVIDE AN ACCURATE, UP-TO-DATE AND FACTUAL BASIS FOR PLANNING DECISIONS.



FOOTNOTES AND BIBLIOGRAPHY

SUPPLEMENTS



FOOTNOTES

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 - (b) "Report and Recommendations", Greater Winnipeg Investigating Commission, 1959.
- 2. Humphrey Carver, "Cities in the Suburbs", University of Toronto Press, 1962.
- 3. (a) "Riverbanks in Metropolitan Winnipeg", May, 1962, The Metropolitan Corporation of Greater Winnipeg, Planning Division.
 - (b) "Riverbanks in Metropolitan Winnipeg", July, 1964, The Metropolitan Corporation of Greater Winnipeg, Planning Division.
 - (c) "Policy re: Riverbank Property", February, 1966, The Metropolitan Corporation of Greater Winnipeg, Report of the Executive Director.
- 4. (a) "Major Thorofares", prepared jointly by the Metropolitan Planning Committee and the Winnipeg Town Planning Commission, 1946, and Revisions.
 - (b) "Report on Traffic Transit Parking Metropolitan Winnipeg", Wilbur Smith and Associates, New Haven, 1957.
- 5. "Report on Waterworks Development in Metropolitan Winnipeg", James F. McLaren and Associates, Engineers, Toronto, March, 1961.
- 6. "Report on Expansion of Sewage Works in the North District of Metropolitan Winnipeg", James F. McLaren and Associates, Engineers, Toronto, August, 1961.
- 7. Gordon Cullen, "Townscape", Reinhold Publishing Corporation, New York, Page 10.
- 8. "The Norwich Plan for Downtown Restoration", The Norwich Union Insurance Group.
- 9. Humphrey Carver, "Cities in the Suburbs", University of Toronto Press, 1962.
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This report was a progress statement to the Metropolitan Council on the manner in which the Development Plan was being prepared and deals with work done during the period between January and November of 1961.

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This was the first draft of the Development Plan prepared for Metropolitan Winnipeg.

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- 4. T. J. Kent, Jr., "The Urban General Plan", Chandler Publishing Company, San Francisco, 1964, 213 pp.
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- 7. "The Official Plan of the Metropolitan Toronto Planning Area", Metropolitan Toronto Planning Board, 1959.
- 8. "Comprehensive Master Plan for the City of Philadelphia", City Planning Commission, City of Philadelphia, 1960.
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- 12. "Report on Refuse Disposal", Black and Veatch, Consulting Engineers, Kansas City, Missouri, November, 1962.

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- 1. "Metropolitan Winnipeg Population Study 1961-1986", The Metropolitan Corporation of Greater Winnipeg, Planning Division, 1962.
- 2. "Metropolitan Winnipeg Parks Development Report 1961", The Metropolitan Corporation of Greater Winnipeg.
- 3. "Metropolitan Urban Renewal Study Interim Report", The Metropolitan Corporation of Greater Winnipeg, 1963.
- 4. "Industrial Location A Report on Metropolitan Winnipeg", The Metropolitan Corporation of Greater Winnipeg, Planning Division, May, 1963.
- 5. "The Additional Zone", The Metropolitan Corporation of Greater Winnipeg, Planning Division, 1962.
- 6. "The Economics of Outdoor Advertising", The Metropolitan Corporation of Greater Winnipeg, October 30,1964.
- 7. "South Point Douglas Economic Land Use Analysis", Metropolitan Corporation of Greater Winnipeg, Planning Division, February, 1966.
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